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ABSTRACT

Contents include discussions of: the commission's objectives and findings, the immediate problem at the City University of New York, governance, long-range structure for the public sector, the private sector, access and opportunity (including the state tuition assistance program), the board of regents, cost implications of the commission's recommendations, and a summary of the major recommendations. Appendixes include a list of individuals with whom the commission met, an enrollment profile for the state during 1970-76, data on funding for postsecondary education in the state, and cost implications of the proposed governance structure. (MSE)

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Commission
Nils Y. Wessell, Chairman
Jay Hershenson
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Martin Meyerson
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THE REPORT OF THE TEMPORARY STATE COMMISSION ON THE FUTURE OF POSTSECONDARY EDUCATION IN NEW YORK STATE

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March 31, 1977

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March 31, 1977

The Honorable Hugh L. Carey
Governor of the State of New York

The Honorable Warren M. Anderson
Majority Leader, New York State Senate

The Honorable Stanley Steingut
Speaker, New York State Assembly

Gentlemen:

Herewith we submit the report and recommendations of the Temporary State Commission on the Future of Postsecondary Education in New York.

The Commission was established by Chapter 346 of the Laws of 1976 and constituted on August 25, 1976. It was created out of the belief, shared by elected and education officials alike, that the governance and financing of higher education in New York State required serious reexamination and reordering. The sense of need for a reordering was both urgent and broad-ranging in nature.

Urgency was dictated by the fiscal crisis of New York City and its dire consequences upon the City University. In a period of two years, between 1974 and 1976, the City University suffered a 14 percent drop in budget, a loss of $77 million, a 27 percent drop in enrollment, a loss of over 58,000 students and a 22 percent drop in professional personnel. The University also abandoned its 129-year-old policy of free tuition and the recent Open Admissions Program. The viability of many of the institutions within the City University stands in serious jeopardy today.

Consensus also existed that the total governance structure and financing of higher education was due for reexamination, independent of the current City University crisis. Higher education in New York is at a turning point. After two decades of phenomenal growth in the State's three major systems—the City University, the State University, and the 130 private sector institutions—which was facilitated by a concomitant growth in state fiscal commitment, a critical moment has arrived. Economic projections for the State, enrollment projections for the colleges, and the mounting costs of education, all indicate a levelling off, and, some would argue, a period of inevitable diminution for the State's higher education enterprise. The governance structure, the funding mechanisms and the attitudes that developed during the period of expansion have been recognized as inadequate or inappropriate to address what lies ahead.

New York City's stark announcement last spring that it would be withdrawing its support for the City University senior colleges was a catalyst for the creation of the Commission. The legislation which established the Commission contained short and long range directives which required an overview of the present status of higher education in New York as well as a plan of action for the future:

> "It shall be the duty of the Commission to conduct a comprehensive study of postsecondary education in New York State. The study shall include, but not be limited to, the following subjects: the appropriate governance and financing structures of the State and City Universities and the community colleges; the allocation of public resources to the independent sector of postsecondary education through direct grants, contracts and student tuition subsidies; the role of the Board of Regents in postsecondary education; and the implications for public policy of emerging trends in college attendance, manpower

requirements and other societal needs. The Commission shall further particularly consider the structure, mission and scope of the City University; the relationship of such University to the City and State of New York and to other institutions of public and private post-secondary education in the State, with special emphasis on the continuance of its special mission to the communities and constituencies of New York City, the criteria for determining parity of funding between the City University of New York and the State University of New York and the funding mechanism for payment of City University of New York debt service for capital construction. The Commission shall recommend a detailed plan of action embodying the findings of its studies."

In a time frame that has been compressed by the need for policy makers to deal with imminent issues, the priorities for the Commission's deliberations have been guided by the overriding sense of urgency about the fate of the City University in a fiscal setting characterized by the State's shrinking economic base. As a consequence of the time constraints and the lengthy agenda charged to the Commission, a number of important issues are not addressed in the report's recommendations. We would like to call to your attention several such policy topics that deserve fuller study.

First, the Commission did not address the critical matters of pricing or tuition policies; the issues involved in a comprehensive pricing policy are interrelated and extraordinarily complex. The effect of tuition levels on limiting access and opportunity as well as their impact on the balance of enrollment between the public sectors and the private sector has far-reaching implications. The relationship between tuition charges and costs, including the differential costs associated with varying institutional types and academic programs, is similarly important to any new policy direction. The levels of tuition are significantly interrelated to the overall capacity of the State of New York to fund adequately the operating and capital needs of its systems of postsecondary education.

Second, the Commission did not undertake a long-run assessment, or indeed a set of policy recommendations, dealing with the health and viability of the State's independent sector. The colleges which make up this sector are numerous and diverse, providing great heterogeneity to the network of institutional opportunities for New York's student populations. The importance of the independent sector in New York State is historic, and the Commission's report offers several near term recommendations whose intentions are to restore and sustain the fragile fiscal stability of many private institutions, particularly the major research universities. The Commission reviewed several policy mechanisms of a long-range character but found none to be wholly satisfactory. We are persuaded that the present status of the private sector, as a whole, is not in immediate peril and can await a more comprehensive study.

Third, the Commission gave only modest study to the problems and concerns of the community colleges. This segment has continued to grow relative to all other types of postsecondary institutions and is therefore suffering least in the overall level of funding. We are convinced that the character of these institutions and their relationships to the communities they serve are evolving and maturing in distinctive ways. We have offered recommendations which will facilitate this evolution by improving the funding allocation mechanism and by clarifying the roles of the board of trustees and the local sponsor in governance of the college. Of all the State's higher educational institutions we are most sanguine about the future vitality of the community colleges.

The work of the Commission was influenced by a sense of the extraordinary quality, variety and widespread opportunities available for higher education in New York State. Within our borders in both the public and private sectors are several of the Nation's outstanding colleges and universities. Access to postsecondary education in New York State, while by no means universal and currently threatened with curtailment, has compared very favorably to other states in the country. It has been our intention to maintain and strengthen these traditions of which the State is rightly proud. But foremost, our recommendations were shaped by practical considerations and by the fiscal constraints of which we are all newly aware.

The report we submit represents the culmination of six months of intensive review of the problems and potentials of higher education in New York State. The report seeks to confront the challenge of solving the enormous problems faced by the City University within the context of overall State support of higher education. We believe that our recommendations for a new organization of the public sector, for a basis on which to implement funding parity, for a continued commitment to quality private institutions, and for reinforcing and strengthening the policy-making and planning functions of the Regents meet that challenge. We are also hopeful that our efforts will help to stimulate public debate and contribute to a renewed commitment to higher education in the State.

While not all members of the Commission agree with every detail of each recommendation, there has been no disagreement so fundamental as to require the submission of a minority report. Ambassador Linowitz was given a Presidential assignment which precluded his participation in the last few meetings of the Commission. Nevertheless, he has kept in touch with the deliberations and concurs in general with the recommendations submitted herewith.

Yours sincerely,

Nils Y. Wessell
Chairman

Jay Hershenson

Sol Linowitz

Martin Meyerson

Lois Dickson Rice

cc: Lieutenant Governor Krupsak
Senator Ohrenstein
Assemblyman Duryea

ACKNOWLEDGMENTS

This report was made possible by the dedicated assistance of an able staff and by the cooperation of representatives of public and private institutions of higher education as well as officers of State government. As a Commission, we express our deep appreciation to all of them.

Also noteworthy was the contribution made by a large number of other individuals at public hearings, all with a deep concern for higher education in New York State. (A list of these individuals appears as Appendix I.)

The Commission benefited immeasurably from grants from the Andrew Mellon Foundation, the Carnegie Corporation and the Ford Foundation. It is deeply grateful for this help.

The findings and recommendations of the report are, of course, entirely those of the Commission itself.

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THE COMMISSION'S OBJECTIVES

This Commission follows a long line of influential commissions which have had a significant role in determining public policy for higher education in the State of New York. Three deserve special mention.

The Heald Commission Report (*Meeting the Increasing Demand for Higher Education in New York State*) in 1960 provided a blueprint for the remarkable growth of the State University of New York for the entire decade of the 1960s. The State tried to build in one decade a system which other states had developed over many decades.

The Bundy Commission (*New York State and Private Higher Education, Report of the Select Committee on the Future of Private and Independent Higher Education in New York State*) in 1968 brought recognition to the vital service being performed by the private sector of higher education in New York. It produced a plan for State support of private higher education, known as the Bundy program, which no other state in the Union has come close to matching.

The Keppel Task Force Report in 1973 (*Higher Education in New York State, A Report to Governor Nelson A. Rockefeller from the Task Force on Financing Higher Education*) paved the way for the establishment of a major Tuition Assistance Program which is now funneling nearly $200 million a year to 308,500 New York State students who attend either public or private institutions in the State. Like the Bundy aid to the private sector, the Tuition Assistance Program is far larger than similar programs elsewhere in the United States. In addition to student assistance recommendations, the Keppel Task Force recommendations covering selection of the Regents and planning for higher education have strongly influenced our deliberations.

All of these earlier commissions were able to propose measures for expanding the rate of expenditure of State funds on the higher educational system. In a sense, the present Commission's responsibility is to chart the way for a period in which rapid growth will give way to stability or even decline. After examining the external conditions under which higher education must operate and the educational system as it exists, the Commission was guided by the following objectives:

- To maintain the importance of higher education in the State as reflected by the share of State resources devoted to it.
- To develop a statewide governance structure for effective planning and review of academic programs, resource allocation, and facilities.
- To foster administrative structures that are responsive to institutional and educational needs, that require the most modest scale of statewide bureaucracies and that provide flexibility in planning for change.
- To promote, at the same time, more extensive campus autonomy.
- To preserve and improve the quality of undergraduate and graduate education, both public and private.
- To ensure the financial stability of public and private institutions where there is sufficient student demand, geographical need or special academic merit.
- To assure parity of funding of various State insitiutional systems in the interests of both efficiency and equity.
- To provide access for all high school graduates who seek entry to postsecondary education, and to enhance choice and opportunities for advancement through the system.
- To assure the continuing excellence of the State's several major national research universities, public and private.
- To maintain student aid as a principal State funding mechanism which will expand postsecondary opportunities.
- To maintain a healthy balance of enrollment between public and private sectors.

Throughout our country's history, New York State, with New York City at its hub, has been preeminent in the Nation as a center of cultural, intellectual, and scientific activity. The State has also made large contributions to the development of our country's democratic traditions, providing its citizens with liberal opportunities for self-development and betterment. The State's colleges and universities have significantly contributed to the stature of New York and to the quality of life within the State. During this new era of economic constraint, the importance of higher education to New York is, if anything, increased. As New York's economic base becomes increasingly technological and white collar, the role of higher education in producing skilled personnel will increase. Although this can no longer be a period of institutional growth, we are firmly convinced that the State should not diminish its support to higher education.

FINDINGS

Higher education in New York State is at a precarious moment. One of the State's three major systems, the City University, has been decimated and there is reason for alarm over the future of the other two, the State University and the private sector institutions.

After over two decades of enormous growth, the majority of institutions in both the public and private sectors are confronting an abrupt reversal of circumstances. The State which encouraged and underwrote their expansion finds its economy in profound trouble and its will to encourage universal access to higher education slackening; meanwhile, the traditional student population which filled the colleges' classrooms will be shrinking in the next decade.

In the public sector vast and ambitious programs of open access have been curtailed and institutions of higher quality or which were on their way toward high quality are being denied sustenance. Anxiety is high in the private sector as well. Although private institutions, like those in the public sector, vary widely in condition, a handful have already closed or merged, some stand on the brink, and others have drastically revised their standards to stay in the running.

The climate of uncertainty has reduced effective planning and coordination by each sector and between sectors. New fiscal constraints, especially at the City University, have resulted in horizontal budget cuts that have reduced size and quality simultaneously. Virtually every institution is engaged in a kind of demoralizing scramble to retain its students and funding, its accomplishments and sense of purpose, to stay intact. On the State level, the policy-making machinery which orchestrated the growth of the last two decades is patently unable to orchestrate the likely decline.

Cause for Pride

These problems notwithstanding, higher education in New York State enters a difficult period with an outstanding record. The State is abundant with postsecondary institutions; containing more colleges and universities than any other state in the Nation, it has over 130 private institutions and the largest unified public university system, The State University. At least until the last two years the City University was the country's third largest system. About 940,000 students attend college or graduate school in New York. Only California's enrollments are larger.

Not surprisingly, the variety of schooling is probably unparalleled in the Nation. Institutions in the private sector range from major national research universities of international standing to several general purpose universities which primarily serve an instate population to any number of smaller special purpose colleges, some intensely local in nature. The 64 units of the State University system are dispersed throughout the State; they include university centers, medical centers, four-year arts and science colleges, agricultural and technical colleges, statutory colleges, and 30 community colleges. The 19 units of City University, all within New York City, range from a graduate center, to a few colleges with graduate offerings to eight community colleges.

On an overall basis, New York's educational facilities are adequate to meet current student demand and more than adequate to provide for students in the decades ahead. Over two-thirds of all the State's higher education facilities were constructed in the last 30 years. The State University has built a plant costing roughly $3 billion, which is considered unmatched in the country. The private sector's construction activities were not far behind the State Universtity's. Only the City University construction program did not keep pace with its enrollment growth. Its facilities remain inadequate and in need of renovation. In the fall of 1975 the State University had a total of 33 million Net Assignable Square Feet (NASF) of space, or 119 for each full-time student; the City University had 9 million NASF of space, or 54 for each full-time student.

New York State's college-going rate is fifth highest in the country, with roughly 67 percent of the State's high school graduates continuing their schooling, over 56 percent within the State. The national average is 43 percent. In New York City, at the peak of the Open Admissions Program in 1974, 79 percent of the City's high school graduates attended a postsecondary institution.

The State has facilitated access in a variety of other ways. It has adopted a full opportunity program at the community college level whereby all high school graduates are guaranteed admission at a community college if there is space. It supports three special opportunity programs—SEEK at the City University, EOP at the State University, and HEOP at the private colleges. These programs currently provide 31,200 full and part-time students across the State special compensatory and financial assistance.

Although New York's average public sector tuition of $857 in the current year is higher than 44 other states', its Tuition Assistance Program (TAP) is the most generous among the states. Of New York's 601,000 full-time undergraduate and graduate students, 308,500 are receiving assistance through the TAP program, now in its third year. Of these students 29 percent attend private colleges and 69 percent are enrolled in the City or State University. As the awards for students at private institutions are higher than in the public sector, 39 percent of the TAP dollar is spent in the private sector, 54 percent in the public. (The residual dollars go to students in proprietary schools.)

Not only is New York's student aid program unparalleled in the country, its total higher education budget of $1.2 billion is topped by only one other state.* In terms of per capita higher education spending, however, New York is near the bottom of the states. In 1974-75, New York was outranked by all but seven states on state appropriations for higher education as a percentage of state general revenue. This low effort has generally been attributed to the City's substantial contribution to the City University, and to the significant role the private sector plays in educating New York students.

The private institutions currently enroll 41 percent of all students in New York State, 69 percent of all graduate students. The State currently supports the private sector (including trade and technical schools) at an estimated level of $173 million or 14 percent of the higher education budget. The majority (52 percent) of this support is derived from student aid; the remaining from direct operating aid through the Bundy program, Schweitzer chairs, and so on.

The balance between the public and private sectors has come to be a hallmark of the uniqueness of higher education in New York and it is a matter of intense concern to both sectors and policy makers. The private institutions contribute high quality and broad choice to the State's educational system and at great cost-saving to the State.

The policy makers and planners for New York's total higher educational enterprise are the 15 members of the State Board of Regents, an agency which dates back to the founding of the State. Invested in the Regents is also the responsibility for overseeing all educational ventures in the State—elementary and secondary education, museums and libraries, and professional licensing.

The Regents' authority in higher education covers the chartering, registering and deregistering, and monitoring of all postsecondary programs in the State. They are also charged with submitting a statewide master plan to the governor every four years. They distribute Bundy aid and until 1975 they distributed student aid, a function now performed by the independent Higher Education Services Corporation.

Causes for Distress

New York boasts with just cause of its higher education system, but the cirsis at the City University has revealed signs of distress that are ubiquitous. The current system and level of investment in higher education is of recent vintage. In 1959, the State University had not yet entered its great expansionist period and the City University had not been brought together. The State allocated slightly over four percent of its budget, or $79 million, for higher education. Considering their brief life span, many public sector institutions have developed remarkably, but many are far from having attained the stature planned for them.

Indeed, in both systems there are institutions whose mission and quality must be found suspect, which are kept in operation merely because students are not permitted entry into their first choice schools. And in both systems there are programs predicated on an expanded public economy, whose validity must be seriously questioned. For example, in 1975-76, the State University granted 8,000 degrees in education, or 36 percent of its baccalaureate degrees for that year and 89 percent of its graduate degrees. Between 1974 and 1976 approximately 10,000 teachers were eliminated across the state. The City University has graduated thousands of health professionals, particularly at the Assocate Degree level who have not been able to find placement because there were no jobs and because they have been unable to pass State examinations.

Private sector institutions are also in trouble. Many of them overbuilt with borrowed funds and find debt service a serious drag on their annual budgets. In most private institutions tuition is the most important source of income, and the inflation of costs has pushed tuition high enough to cause worries that addi-

*Appendix III describes and tabulates the sources of funding of all of higher education in New York.

tional increases will be counter-productive: that enrollment will fall by more than tuition rises. In other cases institutions feel forced to accept almost any applicant who can pay, with unfortunate effects on quality.

Those institutions fortunate enough to have endowments have watched with concern the impact on their funds of an unhealthy investment market, and many have contributed further to the decline of their endowments by drawing on them to cover operating deficits or to pay for buildings for which anticipated gifts did not materialize. Of 86 institutions surveyed between 1971 and 1976, 36 drew down their endowments or plant funds by $60 million in order to finance current operations.

We do not wish to overstate the financial problems of the private sector. Both TAP and Bundy aid are of enormous assistance to these institutions, and of course many have made adjustments to the new external circumstances, and others will as well. But there are difficult days and years ahead, particularly if declining enrollment declines make themselves felt—some institutions are already experiencing declines and the ability to survive without sacrificing quality is going to depend heavily on whether adjustments to enrollment declines prove to be possible or not. The State should watch those developments closely.

The system now in trouble was predicated on a growing economy, a growing population and on time in which to develop. But without resources, time will mean little especially to the public sector. Between 1959 and 1974 the State's spending for higher education grew more than tenfold, but between 1974 and 1976 the budget remained virtually static. Since prices between 1974 and 1976 were rising, and the City was reducing its contribution to the City University budget, this indicates that a significant reduction in real resources available to public education was taking place.

The decrease in spending for higher education relfects an extended period of economic decline in the State. Between 1962 and 1975 New York's share of the population in the Nation declined by 8.6 percent; its share of personal income in the Nation declined by 16.5 percent and its share of per capita personal income fell by 7.3 percent. Corresponding statistics for New York City are more drastic.

Economic growth in New York has been substantially reduced. After more than half a century of growing slightly faster than the national average, since 1960 employment growth in New York State has been below the national average. Growth in income has lagged behind the Nation for the past 25 years and has remained at about three-fourths the national growth rate since 1960. Only unemployment has grown, well exceeding the national average.

The implications of this economic decline and decrease in fiscal capacity for public expenditures in general are clear. The specific implications for spending for higher education are less clear, but it would be unrealistic to expect that New York will markedly increase its higher education spending over the next two decades.

It is also unrealistic to expect that the current size of the total student body will be maintained. Primarily as a consequence of the crisis at City University, total college enrollments for the State declined this year, from one million students in 1975 to 940,000 in the fall of 1976*. Starting next year, the system will be affected by a population trend that is provoking school closings throughout the State. Based on the current college-going rate and the number of children at present attending elementary and high schools, full-time undergraduate enrollments are expected to decline from this year's 536,000 to 474,000 in 1934, a drop of 11 percent. By 1990 full-time undergraduates may well have declined to 384,500, a reduction of 28 percent from the present level.

Students attending college part-time have increased sharply over the past five years, although in the last year the number of part-time students decreased significantly, primarily because of losses at City University. Under optimistic assumptions, losses in full-time undergraduate enrollments may be offset partly by gains in part-time undergraduate and some graduate enrollments.

Recognition that both resources and enrollments are declining and will in all likelihood continue to do so has created an environment fraught with competition and anxiety. Morale on college campuses across the State has suffered. The present structure of the two public universities makes it difficult for priorities to be set and for resources to be rationally and most effectively allocated.

Although the Regents go through the motions of setting priorities and coordinating retrenchment, for several reasons their counsel is not heeded. Both public systems developed independently of the Regents—the State University under the Executive and the City University under the Mayor of New York City and

*Appendix II provides a full treatment of enrollments in the current decade.

the Legislature—and both tend to stand as adversaries of the Regents, applying directly to elected officials when Regents' recommendations contravene their plans.

Indeed, confidence in the Regents has eroded. The politicization of the appointment procedure, due in some measure to the highly controversial issue of racial integration that has preoccupied the Board in the last few years, has robbed the Board of its credibility and authority. The size of the Education Department, questions regarding its accountability, and its isolation from the Executive Branch and even the Legislature have all limited its effectiveness.

The lack of an effective educational policy-making board has serious implications for higher education in the State. Decision making is not coordinated nor is it informed by considerations of educational merit, mission or statewide need. Instead, key educational policies are being shaped by the Division of the Budget or by the Legislature with results that can prove extremely harmful to the affected institutions.

The experience of the City University during the last three years makes clear the need for some serious setting of priorities and rebuilding of the State's higher education governance structure. The City University has been accused of being unable to govern itself, but it is hard to imagine how any institution could have constructively reacted to the kind of blows it has suffered in the recent past.

The City University entered its fall 1974 semester with a budget of $585.2 million approved by the Mayor; the amount it was finally allowed to spend for the 1974-75 school year was $548.2 million; its operating budget for 1976-77 is $471.2 million, a $77 million drop in two years, or a 14 percent cut.

In the same period the equivalent of 58,000 full-time students had vanished from the City University classrooms, a 27 percent reduction in enrollments.

Between the spring of 1975 and the fall of 1976 the beleaguered University had 3,376 fewer full-time instructional and professional personnel and 8,197 fewer part-time professionals. The reductions were most severe at the senior colleges; their full-time staff had been cut by 26 percent, the community colleges by 18 percent. The four largest senior colleges were most severely hit: Queens lost one-third of its full-time staff and reduced its part-time staff from 1,080 to nine; Brooklyn had to dismiss 31 percent of its full-time staff and dropped 921 of its 922 part-time personnel.

During the last three years the system has also lost its deputy chancellor, its vice chancellor for academic affairs, and five college presidents. In the same period its governing board, the New York City Board of Higher Education, went through three legislated transformations affecting both its sponsorship and numbers.

In 1976 the University also modified its open admissions program and surrendered its one-hundred-and twenty-nine-year-old policy of free tuition.

The State University is also sharing in the hard times after its decade and more of rapid growth. In 1976-77 the State reduced its appropriation by ten percent, which was partially offsett by an increase in tuition. Even so, 172 faculty positions and 421 staff positions were eliminated, and enrollment had to be reduced by eight percent from the previous year. These cuts were less severe than at CUNY, but coming at a time when SUNY was growing and maturing, their impact had to be unfortunate.

THE CITY UNIVERSITY - AN IMMEDIATE PROBLEM

The fiscal crisis in the City of New York has severely limited the City resources which will be available for the Senior Colleges of the City University of New York. Some continued City contribution, however, is essential for the coming fiscal year. A complete pull-out on the part of the City, as threatened, would destroy the Senior Colleges. *As in its interim report, therefore, the Commission recommends that in 1977-78 the City contribute 25 percent of the operating budget of the Senior Colleges (after tuition) and the State contribute 75 percent; the City should declare the amount of its support to the University as soon as possible to avoid continued uncertainty.*

Independent of the relative contribution of the City and State, the Senior Colleges of City University should not face further major budget reductions. The Senior Colleges have experienced two successive years of contraction, and the State Executive Budget for 1977-78 includes a recommendation that they receive another budget cut, even if the City contributes its 25 percent. The budget reductions of the previous two years have had a serious effect on education at the University; our concern is that an additional major cut may permanently endanger the ability of the Senior Colleges to maintain their quality and integrity.

The dimensions of the fiscal problem confronting the Senior Colleges may be seen in the following annual amounts in recent operating budgets (in millions):

1974-75	$388.4
1975-76	359.9
1976-77	323.5
1977-78	308.1[a]

[a]This is the budget figure that concerns us. It assumes that the City makes its contribution of $52 million.

The Commission therefore recommends that at least an additional $10 million in State funds be added to the budget for 1978 for the Senior Colleges. The figure of $10 million, which would leave the budget next year still $5 million below this year, is based on an assessment of what the Senior Colleges minimally require to maintain their standards. The $10 million would also enable City University to continue the City Assistance Program (CAP) for the coming year. CAP is the City's student assistance plan for part-time students, and we view student assistance for part-time students as peculiarly necessary in the City. By 1978-79 the decline in resources for these institutions should be reversed once and for all.

Beyond fiscal 1978, a system of parity funding should be implemented for the Senior Colleges regardless of whether our recommended reorganization takes place.* The crisis at City University will not be resolved until a method of equitable funding between the City and State institutions is achieved. In this regard, the four largest senior institutions—City, Brooklyn, Hunter and Queens—must be funded at a level comparable to the University Centers of the State University.

*A discussion of parity funding may be found on pages 15-16.

INTRODUCTION TO GOVERNANCE

The following recommendations and discussion relating to the governance and financing of higher education should be considered in their entirety. The New York higher education system is one of balance—balance between the public and private sectors, balance between programs of high academic quality and programs of broad access and opportunity. It is a system with a unique and potentially excellent governance structure in the agency of the Board of Regents. The Commission's recommendations are aimed at reaffirming and sustaining New York's total, balanced system.

The restructuring of the public sector that we recommend is intended to strengthen and preserve the integrity and quality of the various institutions within the present City and State University systems, but the Commission would not recommend shoring up quality at the expense of access; therefore, the provisions regarding access, progression, and transferability are essential. Similarly, the preservation of the public sector must not be achieved to the detriment of the private sector. While modest recommendations for increased spending are implied by our long-range plans for the public sector, increases we recommend in the Tuition Assistance and Bundy Programs are of equal importance.

The Commission also wishes to stress the importance of the issue of achieving funding parity within the public sector. The rational and equitable allocation of resources undergirds our recommendation for a realignment in the public sector and is fundamental to any resolution of the issues facing the State as it assumes primary responsibility for City University.

LONG-RANGE STRUCTURE FOR THE PUBLIC SECTOR

The present structure of higher education in New York State evolved during a period of expanding resources. In particular it evolved during a period when the economy of the City of New York was thriving.

The governance structure for the future must be designed to enhance the quality of individual institutions of higher learning, be responsive to the needs of the student population, and allocate resources in an equitable and rational manner, all in an era of limited resources. The governance structure for the future also requires the development of new relationships between New York City and the rest of the State. The official position of the City of New York has been that the responsibility for the long-term financing of the City University Senior Colleges is a state function. This position must mean that the City will lose its share of the governance of the City University. The City and State can no longer maintain the rivalry and independent relationship which have long characterized New York's governmental and political system. The City's and the State's common future requires a new set of structural arrangements in higher education. Although born of necessity, the new relationships will enrich both City and State.

During periods of plenty, consideration of long-range purposes, efficiency, and quality should not be, but often are, sloughed off. During periods of austerity, priorities must be established, and difficult decisions that result from those priorities must be made. In this context, the Commission's mandate required answers to such questions:

- Will the stability, integrity, and quality of the various institutions within the State and City Universities be secured under the present structure?
- Given the current pattern of resource allocations, will the present system provide students with the widest range of educational opportunity, choice, and mobility?
- Is the present system structured in such a way that parity of funding can be achieved and how is parity best achieved?

Although the City and State Universities have traditionally viewed themselves as distinctive systems and although their governance and funding patterns have evolved differently, the two institutions are more alike than not: both are massive and comprehensive; both share a commitment to open access; both systems are conglomerations of diverse institutions which range broadly in purpose, scope, and clientele.

Under the current governance arrangement, the City and State Universities each includes comprehensive centers of graduate and undergraduate education, arts and science colleges, special purpose colleges, and community colleges. Each of these different institutional types has different funding, administrative, and educational requirements. The comprehensive centers, for instance, need a high level of investment sufficient to meet the cost of graduate and research programs. The four and two-year institutions, many of which are less traditional in nature, tend to require more flexible funding models. These institutions need to be more immediately responsive to changing trends and regional needs, more sensitive to the remediation needs of many of their students, and more supportive of the kinds of innovation required to serve less traditional student bodies.

Because the State University Board of Trustees and the New York City Board of Higher Education govern such a wide range of institutions, they have experienced difficulties in obtaining adequate fiscal support and ensuring academic leadership in the diverse types of colleges under their direction.

When resources are scarce, the pressure on the boards to treat institutions with dissimilar needs in similar ways can become overwhelming. Competition within diversified systems, while not injurious during periods of growth, can become devastating during periods of declining resources. For example, the comprehensive centers in the City of New York have not received the differential treatment they require to fulfill their mission, nor have the more costly technical programs at the community colleges throughout the State received an adequate level of funding to best fulfill their mission. Resources have been withheld because of ostensibly even-handed budget reductions or as a result of enrollment limitations imposed to support colleges less in demand. The State University, like the City University, will be susceptible to similar pressures in the future and unable to achieve its aim of having its principal universities match leading institutions in other states such as Michigan, Minnesota, Wisconsin and Illinois.

Across-the-board cutting within a university system can be ruinous to that system. Certain programs simply require higher levels of financing to retain the faculty and equipment they need to serve the purposes they were designed to serve. If a system fails to maintain the integrity of institutions within its charge, it has failed to maintain opportunity, for the extension of public educational opportunity must

mean the opportunity to obtain appropriate learning experiences at whatever level a student finds himself. The maintenance of high quality institutions serving diverse needs and student populations is crucial to the concept of opportunity.

With these structural considerations and problems in mind, and with the conclusion that the State will have to assume an increased burden of support for the Senior Colleges in New York City, the Commission considered new structural alternatives for public higher education in the State.

A complete merger of the present City and State Universities would create an enormous centralized system which would be less responsive to institutional and regional needs than the present structure. A purely regional organization would be similarly insensitive to the differing missions of individual institutions. A three-tiered system organized by institutional type would too easily harden into a stratifying and isolating system, obstructing access and mobility.

After giving extensive consideration to the various alternatives, the structure finally agreed upon was based on two organizing principles: grouping by institutional type and grouping by region. As such, it seems asymmetrical, but what the Commission sought was a new structure that would secure for future New York State students as much real quality, diversity, access, and mobility as possible.

The Commission recommends, therefore, that New York State establish two new university systems: The University of New York, a statewide system of comprehensive centers; and The Empire State University, a regionally based system of four and two-year colleges.

The University of New York

A. *The University of New York would include the four University Centers of the present State University system (Albany, Binghamton, Buffalo, and Stony Brook), four of the Senior Colleges of the present City University system (Brooklyn, City, Hunter, and Queens), the Graduate Center of the City University, the Downstate and Upstate Medical Centers, and the statutory/contract colleges (Cornell and Forestry).*

The University Centers of the State University and the four largest Senior Colleges of the City University are the most comprehensive centers of public higher education in the State. They all offer diverse programs, foster a substantial amount of research, and serve large numbers of undergraduates. The are—and even more, ought to be—statewide, and, in some cases, national resources. Because their functions are similar, their administrative and funding requirements are comparable. They would best thrive as parts of a single structure, separate from the other colleges, including the special purpose and community colleges. Within such a structure greater administrative and educational responsiveness to their specific needs, and adequate differential funding to protect (and to enhance) their quality, would be achieved. Stony Brook, Buffalo and the Graduate Center in New York City are in danger of being levelled to a point where their research roles could not function well.

The Graduate Center of the City University should be part of the same governance structure as these institutions. The Center now has the responsibility to coordinate doctoral education throughout the City University and to prevent duplication of programs. It would continue this function under the new arrangement. The Commission has no intention of encouraging the growth of four new self-contained graduate centers in the City; graduate instruction should continue more or less as in the past.

The Graduate Center should continue to coordinate graduate programs and it should also seek to promote cooperative efforts in doctoral education among all the public and private institutions in New York City. A prototype of the kind of collaborative effort that should occur with greater frequency in the future has recently been undertaken by Columbia University, New York University and the City University in a shared German doctoral program.

Upstate and Downstate Medical Centers as well as the statutory/contract colleges should be part of the Comprehensive Center System. This would allow all public programs with a strong graduate mission to be more closely coordinated.

Our aim is to have a common administration for Comprehensive Centers since they need special attention and resources, and at the same time, to provide necessary campus autonomy for each Center. Our proposal would create a support base for these Comprehensive Centers both in New York City and upstate. It would also open up more significantly the special resources of New York City to serve the programs of State University's University Centers, as well as the downstate Graduate Center.

B. *Each of the Comprehensive Centers should be governed by its own board of trustees. The New York City senior colleges should be governed by either one or four boards of trustees.*•

Members of each Center's board of trustees should be nominated by the Governor, and confirmed by the Senate or Legislature, and should include non-voting faculty and student representatives. (The Commission recommends that a faculty representative and a student representative be ex officio non-voting members of all administrative boards of higher education.) The powers and duties of the trustees should include: approval of the instructional budget and master plan; determination of the criteria for admission to the Center; certification of the appointment, promotion, and tenure of faculty and staff; review of academic programs and standards; and recommendation to the statewide board of candidates for president of the Comprehensive Center. The staff of the institution should serve as the staff for the board.

These responsibilities can, and should, be exercised at the institutional level. In 1973, the Keppel Task Force recommended that "individual campus autonomy should be strengthened throughout the State by the reduction of unnecessary administrative regulation and supervision." Individual boards of trustees over each Comprehensive Center will eliminate the need for a large, costly, and unresponsive central administration.

At the same time a balance in governance between local autonomy and central control must be arrived at in order to simplify the relationships between institutions and the State government, assure that admissions guidelines are implemented, that resources are allocated equitably, that high academic quality is maintained, and that efficiencies are achieved.

C. *To coordinate the operations of the Comprehensive Centers, there should be a coordinating board for the entire system. The board should be located in New York City since the City is the cultural center of the State and many of the most important educational and cultural institutions are located there.*

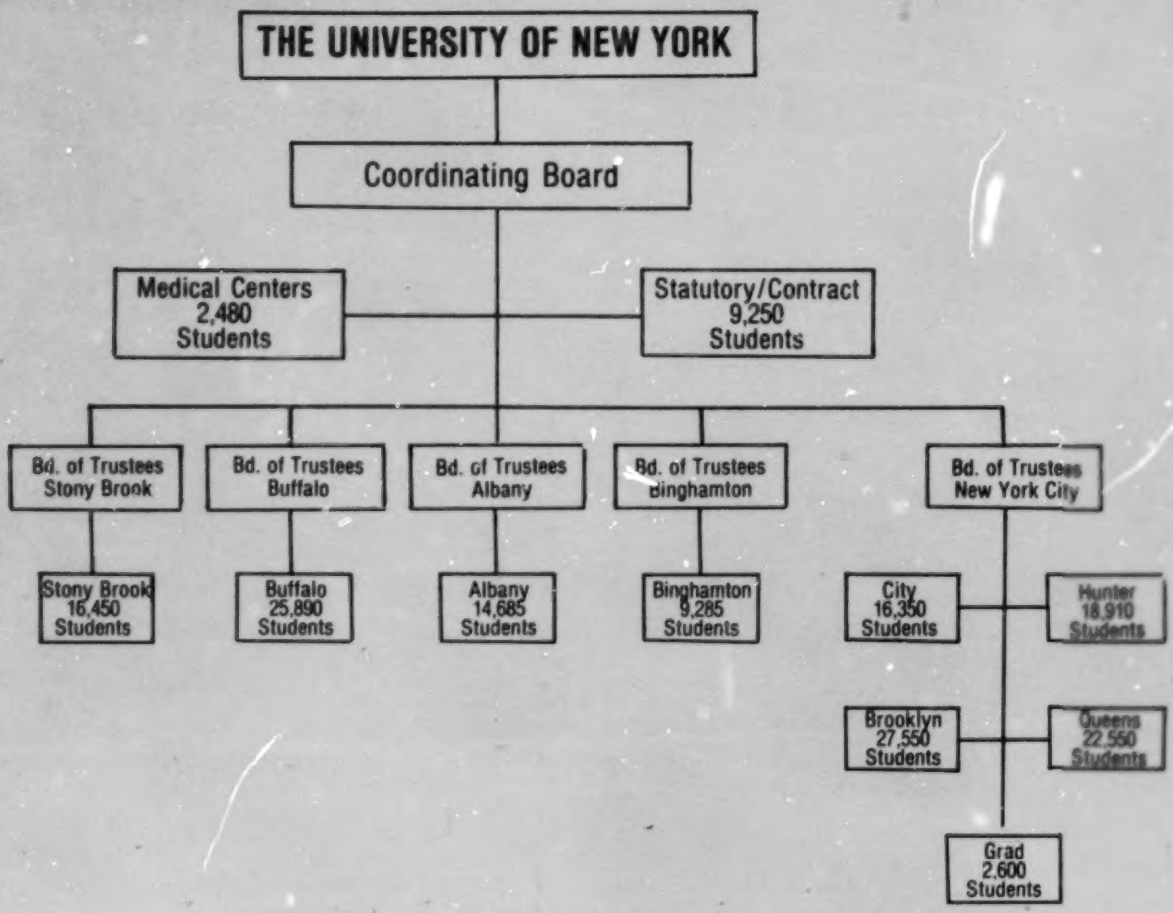
Each of the Centers' boards of trustees should be represented on this coordinating board and, together, such representatives should constitute a majority of its membership. The Governor should appoint several at-large members who should be approved by the Senate or Legislature. The powers and duties of the coordinating board should include: preparation of a coordinated budget and the allocation of resources; monitoring of the admissions requirements of each of the Centers and ensuring their compliance with statewide principles of access and demand; approval of all major academic programs; final appointment approval of the presidents of the Centers; and the appointment of a Chancellor of the System.

D. The purpose of creating the new University of New York is to protect and stregthen the quality and integrity of the Comprehensive Centers. It is not to create a system for the elite. *To ensure access to at least as broad a cross section of the graduating high school class as is currently provided, each Comprehensive Center should reserve at least 20 percent of all places in its entering freshman class for those who would not be admitted under normal admissions criteria.* Individual institutions whose "opportunity mission" currently exceeds 20 percent should not diminish their present efforts. Each Center's governing board should stand accountable for meeting this objective. *In order to avoid stratification of the student population within sectors and to facilitate transfer, a majority of undergraduate spaces in the Comprehensive Centers should be reserved for the upper division classes.*

To protect student choice, students should not be assigned to institutions which otherwise would not be filled because of low demand; admissions criteria to Comprehensive Centers should enhance the choice of qualified students. The coordinating board admissions criteria may not deny a student his first choice, if there is capacity in his chosen Center.

The accompanying charts indicate the number of institutions and students in the proposed University of New York. One is drawn with one board in New York City; the other with four boards.

•The Commission leaves unresolved the question of one board or four for the City institutions. The matter was discussed at length and the points on both sides marshalled. Points in favor of four separate boards are: It would contribute to local autonomy, thus facilitating the development of unique missions for each Center, to healthy competition, and to local citizen support. It would also recognize the sheer numbers involved, and not require a separate central administration for New York City. Points in favor of one overall board are: It would assure coordination of programs offered by institutions geographically close, including admissions standards. It would assure coordination, in particular at the graduate level, since the Graduate Center would be under the supervision of the one board. Finally, under either structure, graduate instruction should not be expanded in New York City. This would seem critical since New York City, unlike areas in which other Comprehensive Centers are located, has a number of vital yet troubled private research universities. These are centers of the greatest excellence and their role should not be undermined.


THE UNIVERSITY OF NEW YORK
Coordinating Board
Medical Centers
2,480
Students
Statutory/Contract
9,250
Students
Bd. of Trustees
Stony Brook
Bd. of Trustees
Buffalo
Bd. of Trustees
Albany
Bd. of Trustees
Binghamton
Bd. of Trustees
New York City
Stony Brook
16,450
Students
Buffalo
25,890
Students
Albany
14,685
Students
Binghamton
9,285
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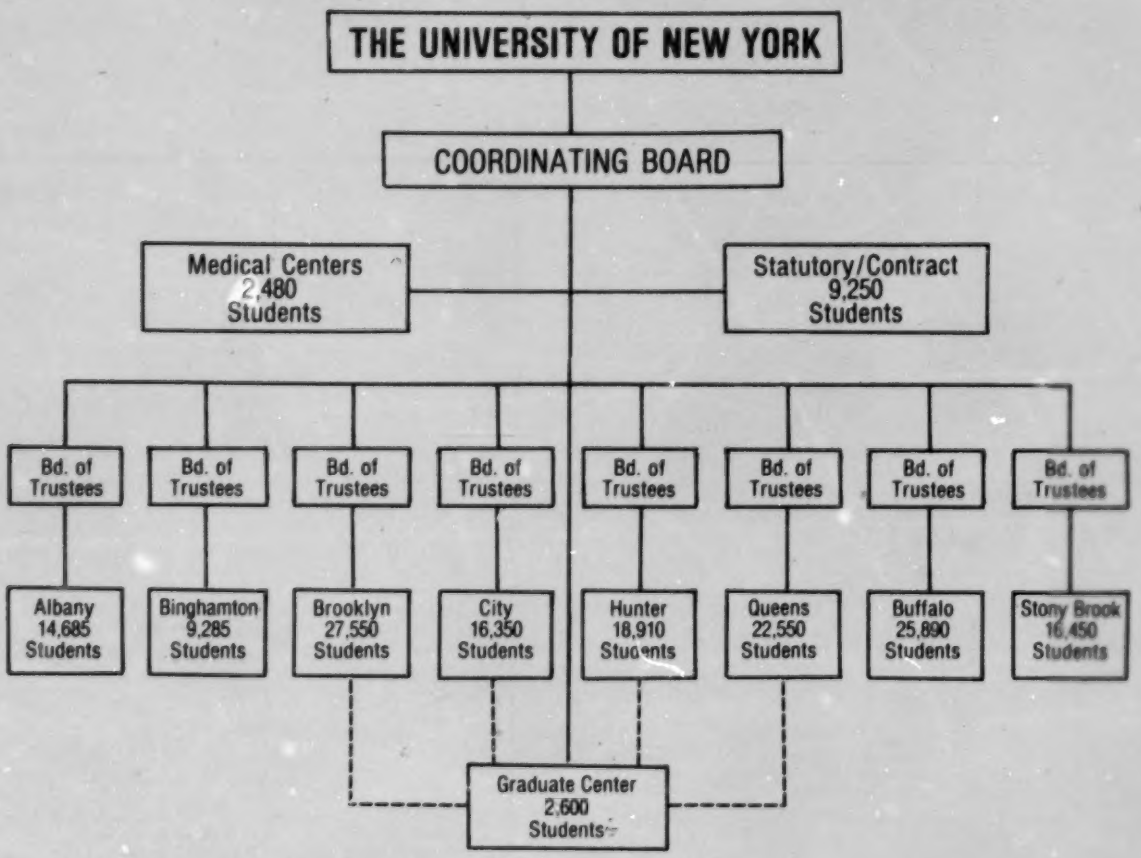
22,550
Students
Grad
2,600
Students


THE UNIVERSITY OF NEW YORK
COORDINATING BOARD
Medical Centers
2,480
Students
Statutory/Contract
9,250
Students
Bd. of Trustees
Albany
14,685
Students
Bd. of Trustees
Binghamton
9,285
Students
Bd. of Trustees
Brooklyn
27,550
Students
Bd. of Trustees
City
16,350
Students
Bd. of Trustees
Hunter
18,910
Students
Bd. of Trustees
Queens
22,550
Students
Bd. of Trustees
Buffalo
25,890
Students
Bd. of Trustees
Stony Brook
16,450
Students
Graduate Center
2,600
Students

The Empire State University

A. *The Empire State University would include the other public colleges, the community colleges, and the special purpose institutions throughout the State. These institutions would be organized into three regions: the Western, the Northeastern, and the Metropolitan.*

These are New York's front-line schools through which primary access is achieved. Among them are some of the State's most interesting and well-regarded special purpose and innovative institutions. Four-year colleges such as Baruch with its emphasis on business administration or Purchase with its strong performing arts programs have developed into outstanding special purpose schools. Community colleges such as LaGuardia or New York City Community College have national reputations. Within this system are also new and highly innovative programs such as Empire State College or the bi-lingual program at Hostos Community College.

By being grouped together on a regional basis, these schools will be strengthened and enlivened. They are institutions whose quality and missions relate to local needs and to the changing populations of students.

The four-year colleges within this system which draw students from across the State should continue to do so. While they may not be purely regional in mission, it will be to their advantage to be in the smaller and more responsive administrative structure provided by the Empire State University system. It is within this sector that the State's commitment to providing programs for new groups of non-traditional students is tested.

A regional organization should not only facilitate responsiveness and flexibility to meet changing local conditions, it should also facilitate efficiencies. Duplication or obsolescence of program offerings can be more easily spotted and removed; and sensitivity to changing labor market needs can be enhanced.

It is desirable that the four and two-year colleges should be maintained within the same governance structure. Studies of the three-tiered California system indicate that the California community colleges tend to be terminal institutions with a low degree of mobility upward. By isolating community colleges, pressure for articulation and transferability between levels is reduced and stratification is increased.

B. *The four and two-year colleges should be governed by a single board of trustees for each region.* Gubernatorial appointments should be made and approved in the same manner as appointments to the boards of trustees of the Comprehensive Centers. The regional boards of trustees should be responsible for: determining overall policy for the institutions in the region; approving the institutional budgets and the master plan for the region; seeing that duplication of programs is minimized; coordinating and approving programs; confirming faculty appointments at individual institutions; and appointing the chief executive officer of the region.

C. *The governance structure for the community colleges should remain the same, except that the relationship between the local sponsor and the local community college trustees should be clarified.* The trustees should be responsible for the financial and academic affairs of the college; the role of the sponsor should be limited to appropriating financial support for the college and conducting year-end review of expenditures. *A local board for community colleges should be established in New York City in order to parallel the governance structure within the rest of the State, in which trustees are drawn from each local area.*

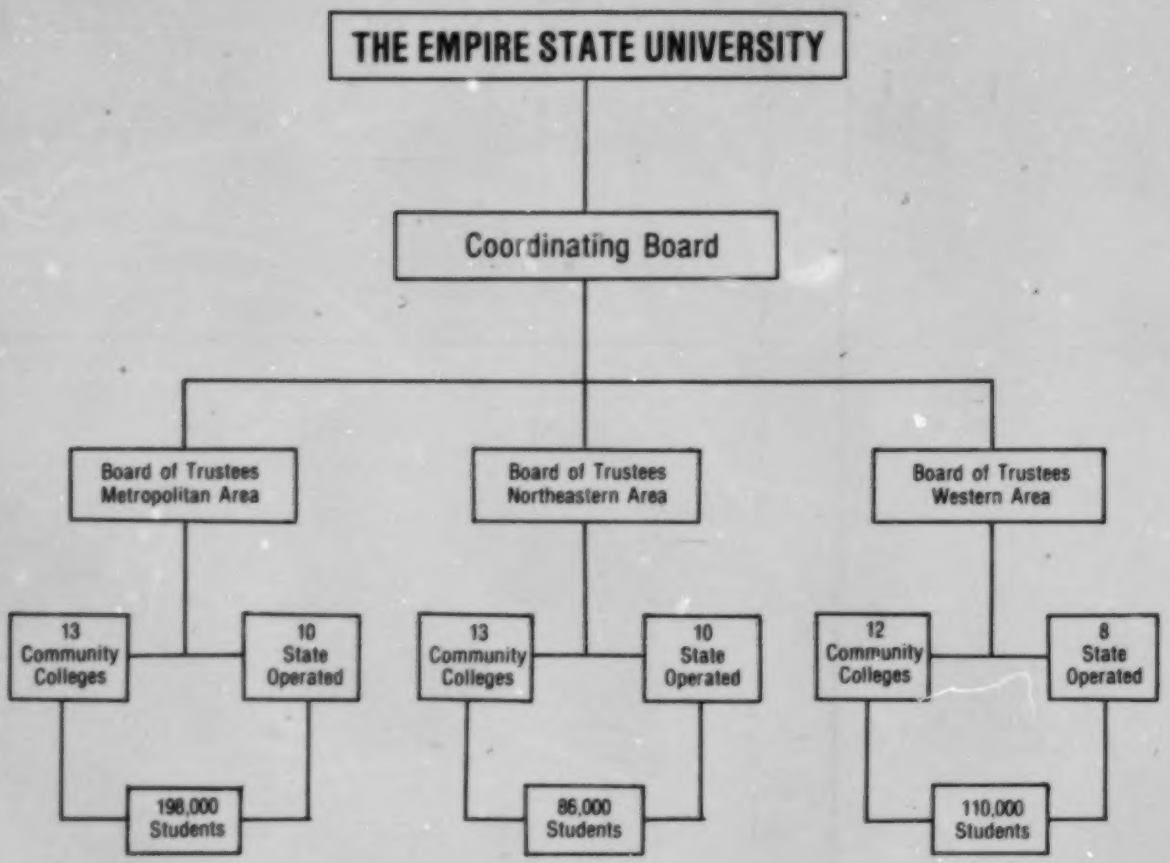
D. *To coordinate activities and facilitate cooperation among the regions on such matters as program planning and the sharing of educational resources, a coordinating board for the Empire State University system should be established.* Each of the regional boards should be represented on this coordinating board, and together, such representatives should constitute a majority of its membership. The Governor should appoint several at-large members who should be approved by the Senate or legislature. The powers and duties of the coordinating board should include: preparation of a coordinated budget and allocation of resources; preparation of an integrated master plan for the system; monitoring of the system to achieve maximum student access and choice; appointment of the Chancellor of the system.

E. The Empire State University's implementation of access and progression must be one of its top priorities. *Entry into the public community colleges should continue to be subject only to the availability of places. To ensure that students are not assigned to institutions which otherwise would not be filled because of low demand, admission criteria to four and two-year colleges throughout the State should aim toward increasing the choice of qualified students. The boards may not deny a student's first choice, if there is capacity in his chosen college.*

To ensure progression from two to four-year colleges, a high priority must be given to developing greater articulation between similar programs in two and four-year colleges without needless repetition in credits. Graduates of community colleges should be assured places in the upper division classes of four-year colleges, subject only to the availability of places. To facilitate this, a majority of undergraduate places should be reserved for students pursuing upper division study.

Graduates of a community college should have the opportunity to attend a four-year college in the region of their residence.

The accompanying chart indicates how the Empire State University would appear, with the number of institutions and students.



Funding and Parity

These structural changes provide the framework within which the governance objectives of the Commission can be achieved. To be effective and achieve the primary principle of equity, this new framework must be accompanied by new patterns of funding.

Any new funding system must provide the State with a basis for comparison of costs between the two present public sectors so that distributional parity can be achieved. Parity is crucial because it is a democratic imperative; it is "the bottom line" of equal educational opportunity. And, in a period of limited resources it is especially important to know the costs of specific programs,for example, instructions in engineering: thus, any new funding system must tie costs with activities and specific missions so that policy planning can be united with financial planning.

The current budgeting systems employed by the State and City Universities do not meet these criteria. Each system uses a different method to develop its budget, making comparisons of equivalent costs impossible. Neither system uses a method which permits precise identification of differential program costs or for genuinely rational planning.

The discussions of parity among public policy makers have relected two quite different dimensions to the issue. One dimension addresses the source of funding for the State's public institutions for higher learning, in particular the distribution between State and local sources. The second (and more complex) dimension of parity is the process for determining equity and optimality in the level of funding for each public institution.

In terms of the distribution of the source of funding, the regular operating costs of all Comprehensive Centers, arts and science colleges, specialized and agricultural/technical colleges should be fully funded by the State. Allocations from local governments should be used to fund special programs. One such special program would target municipal funds to direct student aid that would supplement the State's Tuition Assistance Program. Other such programs would include in-service training for municipal employees or the support of academic programs with a special urban orientation. Funds from all sources other than State appropriations, including those from local governments, federal programs and philanthropy, should be viewed as supplemental to, rather than as replacements for, State support of institutional operating budgets.

Tuition and fees from all four-year institutions in the University of New York and in the Empire State University should be paid directly to the State and be held in an undifferentiated fund to support the debt service on capital construction. The residual tuition receipts should annually be used to offset the total regular operating budgets.

The source of financing for construction at public institutions of higher education should not be differentiated between the two systems. Priorities for construction should be based on a statewide assessment of both the condition of existing facilities and the need for new facilities to meet student demand. The inadequacy of facilities in New York City must be recognized as requiring priority condideration. In this connection a recent speech by the President of the United States on the subject of a strong public works program, suggests the availabiliy of federal funds to communities where budget cutbacks have reduced municipal services. The construction of higher education facilities in New York City represents one such important purpose for the stated new direction in the federal allocation of resources.

In the determination of the appropriate level of funding for each public institution, it is essential that programs that are comparable in purpose, operation and outcome should be funded comparably. The Commission's central concern was to find a basis on which to provide equal funding for equal responsibility. To do this it tried to isolate comparable components within the educational processes. Parity must aim toward providing comparable and effective services to students in all institutions. Educational, as well as budgetary, criteria must therefore guide the long-range development of efficient parity funding mechanisms. The Commission's recommendations should serve as guidelines for determining and refining the important criteria of parity.

The characteristics of the higher education "production processes" are even more complex than most areas of human services. Institutions engage in instructional activities simultaneously with research and public service activities, and costs associated with these activities are jointly determined. Insitutions which provide advanced work in graduate study must be funded in accordance with more costly advanced

missions.* Parity funding must reflect the inherent cost differentials associated with differing levels of instruction. The subject matter and modes of instruction associated with academic programs require such sensitive budgetary treatment, as well, to provide equitable funding for diverse institutions. Academic programs which require extensive laboratory facilities, complex equipment and highly intensive faculty contact require funding criteria that are responsive to these important educational dimensions in the allocation of funds.

- Across instructional activities funding should be based on enrollment differentiated by major program areas, student levels and institutional types. Differential funding should be accomplished by use of enrollments weighted to reflect differences in current average costs for the different program areas, student levels and institutional types.

  —The program areas should include, but not be limited to: fine arts, humanities, social sciences, natural sciences, engineering, and remedial.

  —The four student levels should be lower division, upper division, the masters and the doctoral levels.

  —The intitutional types should be Comprehensive Centers, and arts and science colleges.

  —Community colleges should continue to be funded as they are now except that a differentiated system should be used to reflect the additional expense of careeer programs.

  —The specialized colleges, statutory colleges and agricultural and technical colleges should be funded on an individual basis as their wide variations in mission and costs require individualized treatment.

Parity criteria for higher educational functions other than instruction should not produce uniformity across the State's public institutions but reflect the special characteristics of the intructional programs, the geographic and urban setting, the nature of the capital plant and the essential services to the student population of each institution.

For each of these academic and student supporting activities, separate criteria should serve as a guide.

- Funding in categories of instructional support services (Organized Activity, Organized Research, Library) should be based on enrollment weighted by kinds of programs (for example, for lower division undergraduates, for advanced doctorate education, for specialized programs as in technology). This will allow needed development of support services to complement the investment made in instructional programs.

- Funding of Student Support Services and Plant Maintenance and Operation should not be forced toward parity. These functions are unique to the settings of each institution and

- Funding of General Administration and General Institutional Services should not be equalized because of the different types and mixes of services delivered. Funding should be based on criteria relative to size of the population being served as well as to the relative cost of service for that geographic area.

These criteria for addressing funding parity should be utilized as a relative basis for the efficient allocation of State funds. They should not be used by institutions or by sectors to increase their own funding levels by proliferating costly categories of instruction where they are not essential. Nor should they be construed as suggesting a purely formula-driven budgeting mechanism, but rather as a set of guidelines for exercising fiscal judgments that are in keeping with statewide academic needs.

The State should move towards funding parity along the lines the Commission has recommended regardless of the governance structure it ultimately adopts.

*This should be the case whether the institution is in the University of New York or Empire State University. For example, Baruch College maintains a business Ph.D. program. Parity requires that it should be funded accordingly.

THE PRIVATE SECTOR

The private sector institutions in New York have always played a major role in higher education in the State. They now enroll about 41 percent of the students, nearly twice the national average of 24 percent. They grant over half the baccalaureate degrees awarded in the State, and nearly 80 percent of the Ph.D. and first professional degrees. Some of the State's highest quality institutions, both large and small, including many of national and world repute, are in the private sector. As elsewhere, the heterogeneity of the sector makes it difficult to generalize about it.

The State has recognized the importance of the private sector by developing a generous system of financial support through the Bundy program, an institutional aid program based upon the number of degrees awarded by each institution. The schedule of awards, rising through the years, now stands as follows:

Ph.D.	$3,100
M.A.	650
A.B.	940
A.A.	330

In the current year some $86 million is being distributed under the Bundy program.

In addition, the private sector institutions are aided by TAP grants. In 1976-77 TAP will bring some $73 million of State funds to private graduate and undergraduate institutions. Between these two programs the State's 130 private institutions are receiving about $139 million in State funds, or a million dollars each on the average. This is a far greater sum than any other state provides.

This is, of course, a good investment on the State's part. That the private sector is able to educate such a large proportion of the total student body, aided as it is by State support, is the main reason why State costs per capita are low (New York ranks 25th among the States); those costs would rise sharply if State institutions had to educate a higher percentage of the total.

In spite of the State assistance, which amounts to about seven percent of the operating budgets of the private institutions, many such institutions are in financial difficulty. Just how serious this difficulty may be is not easy to determine (institutions tend to spend all their income and inevitably some will overspend and hence experience deficits). It is clear that some colleges are in serious difficulties, but the Commission sees no mass bankruptcy ahead. In any case, given the current fiscal situation in the State, the Commission sees no justification for major changes in State support of the private sector in the immediate future.

In the immediate future the private sector, like the public, is going to experience a decline in demand for its services as the number of students of college age declines. This is going to create overcapacity, frequently in programs that are both expensive and excellent. It will be particularly important to see that duplicate facilities not be constructed and staffed in such cases: the case for contracting and cooperation between public and private sectors will be particularly compelling under such circumstances. It will also be difficult to bring off, since a sector that is experiencing a contraction in its own clientele is hard pressed to decide to contract elsewhere for a service that is in demand. *The Commission urges, nonetheless, that such decisions are in the public interest, and recommends that the Board of Regents, standing apart from either sector, is the appropriate body to take initiative and exert pressure for the achievement of such economies.* The recent modest moves toward cooperation on the German Ph.D. program by Columbia, New York University, and CUNY's Graduate Center are an encouraging model.

Finally, we find the large national research universities (Rochester, Syracuse, Cornell, Columbia and New York University) experiencing financial problems of exceptional magnitude. All are consuming endowment, all are having difficulty maintaining undergraduate enrollment and all are receiving a smaller portion of their operating expenses in State aid than other private institutions. These five universities are of major importance in the State; among other things, they attract millions of dollars in federal and foundation grants and they produce 62 percent of all Ph.D. degrees awarded in the State. To help them and other institutions in the program, *the Commission recommends an increase in the Ph.D. Bundy stipend from its present $3,100 to $3,600.*

ACCESS AND OPPORTUNITY

With the period of growth of the public sector in recent decades, New York State's record of extending higher educational opportunity has been commendable. However, as retrenchment takes place, the great strides the State took in expanding access are threatened.

The Commission believes contraction must not be achieved at the expense of access and opportunity. On the contrary, every effort must be made to build the principles of access, choice and opportunity more firmly into the system.

To achieve these ends the Commission stipulated several provisions in the new public sector organization it recommended.

To assure access in the public sector the Commission recommends:

- *Each Comprehensive Center should reserve at least 20 percent of all places in its entering freshman class for those who would not be admitted under conventional admissions criteria;*
- *Entry into the public community colleges should continue to be subject only to the availability of places;*

To assure progression and transferability in the public sector, the Commissions recommends:

- *Each Comprehensive Center should reserve a majority of undergraduate spaces for the upper division classes.*
- *Graduates of community colleges who seek admission should be assured places in the upper division classes of four-year colleges, preferably in the region of their residence, and subject only to the availability of places.*
- *The development of greater articulation between similar programs in two and four-year colleges should be given a high priority.*

To assure choice in the public sector, the Commission recommends:

- *Students in both the University of New York and the Empire State University should not be denied entry to their first choice college if there is capacity in that college.*

In addition to these recommendations, the Commisison urges that:

- *Current remedial and special opportunity programs be continued and funded at high enough levels to be expanded to a greater number of students throughout the State.*

The special opportunity programs, SEEK, HEOP, and EOP, are of special concern. While these programs are unique in expanding access to higher education for students who would otherwise have been unable to attend college, several conditions reduce their ultimate effectiveness; a disproportionate share of their present budgets are used for administrative expenses; inadequate planning is undertaken; criteria for continuing students in the programs are not clearly specified; and finally, retention figures for these programs are not universally encouraging.

Given these observations, the Commission recommends that: *educational opportunity programs should continue to receive support, but closer program monitoring should occur. Criteria should be established for designating maximum number of semesters of program participation and guidelines for determining the relative cost-effectiveness of programs in different sectors should be developed. Finally, an independent study of these programs should be conducted to determine the factors contributing to their differing success in varying institutional settings. This study should include an examination of student transfer into regular programs, completion of degrees, and placements in the job market.*

An important vehicle at the State's disposal to promote opportunity for higher education—i.e., access and choice—is direct student financial aid.

Tuition Assistance Program (TAP)

The Tuition Assistance Program (TAP), which will provide $188 million in awards in the academic year 1976-77, represents one-third of all the money all the states provide in need-based grants to students in postsecondary education.

Limited to New York residents attending New York institutions on a full-time basis, TAP pays qualifying students' tuition costs, to a maximum of $1500 a year for undergraduate and $600 for graduate students. The maximum award is reduced as family income rises above the subsistence level, but all students whose family taxable income is $20,000 or less qualify for an award.

TAP, which began in 1974-75 at a cost of $80 million, is being phased in over a four-year period, adding one undergraduate class each year to the ranks of recipients eligible for the higher TAP award schedule.* Freshmen through juniors are eligible this year. Next year, when the phase-in is complete, the projected cost—with no policy changes—will be approximately $225 million. In future years, the costs should remain about the same, growing slightly if public sector tuitions continue to rise, but with an offsetting decrease as the college-age population declines in the 1980s.

While TAP costs have more than doubled in the first three years, it is not a runaway program. Much of the increase is the obvious consequence of the phase-in of additional classes of students eligible for larger awards. Another $50 million of the increase is the direct result of the 1976 decision to charge tuition at CUNY where students had been ineligible for TAP awards in the pre-tuition era.

The Commission strongly supports TAP for two reasons:

- It improves access to postsecondary eduction.
- It helps to narrow the gap in tuition charges between public and private institutions for aided students, thereby fostering a desirable balance between enrollments in these two sectors.

These were the fundamental objectives of the program.

Three year of experience with the program have taught some lessons which have led the Commission to suggest a number of changes. Each change sustains the program's initial objectives by distributing TAP monies more equitably among economic classes of students and between types of institutions.

1) TAP provides flat $100 awards this year to more than 60,000 students who do not qualify for awards under the standard needs test. These small awards are in fact mere honorariums, too small to make a significant difference in the postsecondary opportunities for the recipients. *The Commission recommends an end to the $100 TAP awards.*

2) The number of "emancipated" students—those from whom no parental contribution is required in computing the TAP award—has grown at a faster than predicted rate, thus increasing the program's costs because emancipated students receive larger awards than if they were classified as dependent students. In calculating TAP awards, the income of an emancipated student is currently treated the same as the income of a family of a dependent student, even though the proportion of income in fact available for educational expenses is greater for the emancipated student. *The Commission therefore recommends a separate award schedule for emancipated students that more adequately reflects their ability to contribute to educational expenses.*

The Governor's FY 78 budget suggested two ways to reduce the TAP award for emancipated students: 1) by accelerating the rate for reducing TAP awards for younger emancipated students as their incomes rise; and 2) by limiting the size of awards for older students—those who graduated from high school before January 1, 1974. While the Commission agrees that there is a need to minimize the rate of increase in TAP awards to emancipated students, it considers these two proposals too severe, particularly the latter. Many students are in fact emancipated. Many emancipated students are older students who could not afford or were unable to enroll in postsecondary education after completing high school and many are poor. As the state formulates policy changes in TAP it should continue to recognize the legitimate and peculiar needs of these students.

*Classes of students not eligible for the higher TAP award schedule recieve smaller awards in keeping with the State's Scholar Incentive Program which preceded TAP.

3) Each increase in public tuition results in higher awards for TAP recipients attending public colleges; for students in the private sector where tuition invariably exceeds $1,500, there has been no increase in TAP awards since the inception of the program. As public sector tuitons rise and the TAP ceiling remains frozen at $1,500 in private institutions, the difference between awards to students in the public and private sectors will continue to shrink.

TAP serves as a cushion against the impact of rising public sector tuiton, thus maintaining access to these institutions. Inasmuch as a continuing purpose of TAP is to foster a balance between enrollments in the public and private sectors, the ceiling should be increased in order to restore the differential in awards which existed when the program began. *Consequently, the Commission recommends that the maximum be raised to $1,800 for freshmen and sophomores. The Commission further recommends that in the future the maximum award for freshmen and sophomores be increased periodically, perhaps reflecting the Consumer Price Index for families in New York State with dependents 18-24 years old.* Since upper division students can assume a larger amount of self-help—loans and jobs—to support postsecondary educational expenses, *the Commission recommends no changes in the current maximum awards for upper division students.*

4) TAP and the federal Basic Educational Opportunity Grant (BEOG) have similar goals. Both programs seek to provide a foundation of support for low and moderate income students seeking access to postsecondary education. Both programs entitle eligible students to specified levels of awards.

When TAP was authorized in 1974, BEOG was in its infancy and not a reliable source of funds for student assistance. But in the intervening years the BEOG program has matured and in 1976-77 provided over $1.5 billion nation wide to eligible students. In this same academic year TAP recipients will have also received BEOG awards totalling close to $100 million. Despite similarities in the two programs and the enormous infusion of BEOG money to TAP recipients, TAP operations and policies—for all practical purposes—remain unchanged.

The Commission recommends that TAP be better coordinated with the federal BEOG program in the application process, in the rules for eligibility, and in the level of TAP awards. New York students, like those in most other states, must now file multiple applications to receive federal, state, and institutional monies. There are now indications that states will soon be able to simplify this process through use of state-authorized/federally-approved forms that students may use to apply for both federal and state assistance. *The Commission encourages New York to pursue the possibility of meshing the application process for TAP and BEOG.*

Despite the size of its student assistance program, New York is one of the few states that does not incorporate a student's BEOG award in determining the size of its state grant. *The Commission recommends that a student's BEOG award be considered as a resource that can be used in combination with TAP and family resources to meet educational expenses.* There are several different and responsible ways to take the BEOG award into account when determining a student's TAP award. For example, the state could establish a maximum level for the combined BEOG and TAP awards, just as it does now in the case of TAP alone. Any *excess* over the maximum level—through a combination of BEOG, TAP, and the New York State expectation of family support—would be subtracted from the TAP award. No student would receive all costs of attendance in the form of federal and state grants; all students would be expected to make up the remaining costs of attendance through a combination of institutional grants, scholarships, and self-help. The maximum BEOG/TAP award would be higher for students in the private sector than in the public sector, thus reflecting the differences in costs to students in the two sectors.

By contrast, the Governor proposed that a student's BEOG award be added to family income when calculating the size of the TAP award. The effect of this proposal is to treat the BEOG award as if it were not intended to be used in its entirety for educational expenses. No other state views the BEOG award as family income. Instead, other states treat BEOG as a direct resource for collegiate expenses. The Commission therefore urges that the Governor reconsider his proposal for the treatment of BEOG awards in determining the size of the TAP award.

The Commission further recommends that the minimum award for TAP recipients be raised to $200—the level used in the BEOG program.

Moreover, in the interests of simplicity and to avoid the anomaly of classifying a student as dependent for one kind of grant but emancipated for another, the Commission recommends that TAP adopt the new federal definition for emancipation.

Each of the Commission's recommendations for the coordination of TAP and BEOG would greatly facilitate the possibility of integrating these major public resources of support to students in postsecondary education.

Only one of the Commission's recommendations for TAP—raising the celing to $1,800—would raise total program costs. All others would reduce TAP costs depending, of course, on the particulars selected in implementing the Commission's recommendations. The Commission has made these recommendations with their cost implications in mind, but each is justified by reasons of logic and equity and our understanding of the program's intent and sound public policy. It would be just as wrong to select only the cost-cutting recommendations as to select the cost-raising alternative.

If the Commission were not constrained by the fiscal plight of the state, it would have recommended still another cost-raising alternative—making part-time students who are in attendance on at least half-time basis (the criterion used in BEOG) eligible for TAP awards. If the Commission's cost-cutting recommendations are implemented, we would urge that the savings be used to aid such part-time students.

The Commission also suggests that, as funds may become available, the State consider the following recommendations for TAP:

- expanding the range of income eligibility for the maximum TAP award; and
- expanding TAP eligibility to New York State residents attending out-of-state institutions, but only in those states which provide grants to their own residents who attend New York State institutions.

THE BOARD OF REGENTS

The overall structure for higher education has at its apex the State Board of Regents, whose administrative arm is the State Department of Education. The Regents have played a central role in integrating and coordinating all educational activities in New York. Their primary responsibility is to recommend educational policies on the basis of educational merit and statewide need; accordingly, their contribution to the governmental decision-making process as it affects education is essential and their policy-making authority should be maintained.

Nonetheless, the Regents' ability to provide leadership has recently come into question. The legislative selection process has become overly politicized; the Regents and the Education Department have become remote from the Legislative and Executive Branches of government; and the scope of the Regents' responsibilities has grown so vast that they have insufficient time to devote to the many crucial issues facing higher education in the State today.

To enhance the stature of the Board of Regents and to strengthen their contribution to the State's higher educational decision-making process, the Commission recommends that members of the Board of Regents be nominated by the Governor, reviewed by a screening panel, and confirmed by the Senate or the entire Legislature.

Seven of the 15 Regents should be designated as Higher Education Regents. These Regents would be primarily responsible for higher education matters, although final decisions would continue to be taken by the Regents as a whole in order to retain the Board's comprehensive perspective over all of education in the State. The designating of some Regents as responsible specifically for postsecondary education should enable them to develop an expertise and an authority presently wanting on the Board. Designation as a Regent for Higher Education may take place before or after selection to the Board.

A number of Regents responsibilities not centrally connected with education should be vested in other State agencies. We refer in particular to the licensing and desciplining of the professions, and to the oversight of town archives. The elimination of such subsidiary functions should provide the Regents more time to devote to the pressing problems of planning for higher education, problems which will become more acute as enrollments and resources decline in the years ahead.

If the Legislature rejects these proposals which the Commission considers as crucial to rendering the Regents an effective policy-making group, we then recommend the creation of a Council on Postsecondary Education. This Council should be nominated by the Governor and approved by the Senate or Legislature. It should be charged with the higher education functions presently exercised by the Board of Regents.

Gubernatorial appointment of the policy makers for higher education will improve the present planning process significantly. It will create a cooperative relationship between the executive and educational branches of government instead of the adversarial one that has traditionally obtained. *To improve further the basis on which higher educational resources are allocated by the Executive, the Commission recommends that the Regents be given the responsibility for reviewing the annual public sector budget requests, together with review of state programs that impinge on the private sector, and for advising the Governor on their educational merit and conformity with the approved master plan.* This function should be advisory in nature. The regents should provide the Executive Branch with an informed analysis of the impact of proposed educational expenditures.

In addition, the Regents should be given the responsibility for reviewing all capital planning throughout the State and for advising the Executive on priorities for construction or renovation as determined by the condition of existing facilities, projected enrollment patterns and available resources.

The Commission also reaffirms the role of the Board of Regents in registering and deregistering programs. In a period when it would seem inevitable and perhaps desirable that certain institutions lacking in quality or purpose close, the role of the Regents as impartial and informed facilitators of retrenchment cannot be too strongly stressed. Because they stand outside the various sectors, the Regents have an inherent potential for objectivity and a freedom from internal pressures which are not enjoyed by the administrators of the various sectors.

At this point a caution ought to be noted. We are describing a Board of Regents and a staff for it which would be very different from those that now exist. The Board's stature and legitimacy would be markedly heightened. Its staff for higher education would be small and devoted to policy and planning. (If the route instead were to be a special Council on Postsecondary Education, the same expectations would hold.) In asking the Regents to examine public funding for higher education, the principal criterion ought to be whether or nor these funding proposals are in accord with the State-wide plan for which the Regents would be principally responsible. Insofar as the Regents deal with financing, less time would be required by other State agencies which more than those in most states have been involved in direct intervention on line items for higher education.

We wish to stress that the period that lies ahead is going to be a difficult one for educational planners. The easy way will usually be the wrong way. Decisions on how and where to retrench are much more difficult than decisions on how and where to add. It is for this reason that the Commission wants a Board of Regents that is of high quality, interested and expert in postsecondary education, and with time to grapple with difficult and complex issues.

COST IMPLICATIONS OF THE COMMISSION'S RECOMMENDATIONS

We hope we have made clear that large changes in costs to the State are not to be expected from the Commision's recommendations. Unlike several of the Commissions that preceded us—Heald, Bundy, Keppel—the external conditions facing us simply rule out major increases in outlays, and higher education is too important to the life of this State to consider major reductions. Some reductions do lie ahead, however, as expected enrollment declines materialize. This may well mean closings and mergers, both private and public, with significant savings to the State if done wisely. We think such rational decision making will be much more likely to occur if our reorganization suggestions are followed.

The short run fiscal impact of our recommendations—those that would affect the 1978 budget—are as follows:

(1) An additional $10 million for the CUNY senior colleges.

(2) An additional $1.6 million to fund the increased Bundy payment to $3,600 for each Ph.D. degree.

(3) Changes in the TAP provisions, some of which will reduce and some increases costs:

(a) Eliminating the $100 minimum grants will *save* $6 million.

(b) Tightening the schedule for emancipated students will *save* at at least $10 million.

(c) Raising the maximum TAP award to $1,800 for lower division students will *cost* approximately $13 million.

(d) Cost implications for coordinating TAP and BEOG will depend critically on the combined grant level that would be established. It is therefore impossible to estimate the savings.

(e) Raising the minimum award to $200, in keeping with the BEOG eligibility criteria, would *save* $3-4 million.

These savings total a net of something over $6 million, depending on the TAP-BEOG arrangement. The TAP program, therefore, which was programmed to rise from $188 million in fiscal 1977 to $220 million in fiscal 1978 (i.e. in the absence of legislative changes) would under our recommendations rise to perhaps $210 million instead.

Finally, in fiscal 1978 the State has already committed itself to 75 percent of the cost of the CUNY senior colleges (net of tuition), which is an added cost of $41 million and which of course the Commission recommended.

For the period beyond the coming fiscal year these savings and additions all carry forward except the $10 million for CUNY. This is replaced by an annual increase resulting from the expected higher funding

of the Comprehensive Center(s) in New York City, which is expected to amount to $13 to $15 million; the derivation of the figure is described in detail in Appendix IV.

That the reorganization proposals are not costly is accounted for by the fact that, at least in the beginning, they contemplate neither more students nor more institutions. In the longer run, costs should turn down if, as expected, the educational facilities shrink with enrollment declines.

We conclude this section by urging that, if and when additional resources become available, first priority should go to making part-time (perhaps half-time or over)students eligible for TAP grants. This will be an additional expense, but the present ineligibility of part-time students seems to us the most serious single deficiency in the State's policy of access and opportunity.

All of these figures need to be considered in the context of a total State Budget for postsecondary education which amounts to some $1.2 billion, to which we urge increases each year to compensate for inflation. We like to think that the modest increases we have recommended, along with our reorganization proposals, will result in increasing the return per dollar of State expenditure to the benefit of all residents of the State.

SUMMARY OF MAJOR RECOMMENDATIONS

1. *The Senior Colleges of the City University need immediate assistance:*
   - The City of New York should contribute 25 percent to the 1977-78 budget of the senior colleges (net of tuition). It should provide a minimum of $10 million in additional emerversity as soon as possible to avoid continued uncertainty.
   - The State of New York should contribute 75 percent to the 1977-78 budget of the senior colleges (net of tuition). It should provide a minimum of $10 million in additional emergency funds, in part to cover the costs of the City University Assistance Program.
   - Funding parity between the City and State University systems should be implemented as soon as possible, no matter what structural realignments are made.
2. *The State should restructure its two public universities to preserve and enhance the quality, specific* missions, and tradition of access characteristic of public higher education in New York.
   - The University of New York would consist of four senior colleges of City University (Brooklyn, City, Hunter, and Queens) and their Graduate Center, the four university centers of State University (Albany, Binghamton, Buffalo and Stony Brook), the two public medical centers (Downstate and Upstate), and the statutory/contract colleges (Cornell and Forestry).
   - The Empire State University would consist of three regional systems containing the four-year public arts and science colleges, the special purpose colleges, and the community colleges now in both CUNY and SUNY.
   - Both public systems should be funded primarily by the State, with local communities maintaining their continuing role in the funding of community colleges.
   - Parity should be achieved by providing comparable funding for comparable programs.
3. *Student access and opportunities should be preserved and enhanced:*
   - Access to community colleges should be open subject only to the availability of places. (In areas without easy access to community colleges, state contracts should be developed with appropriate local private colleges to cover the first two years of post-secondary education.)
   - Opportunities for transfer between community colleges and four-year colleges should be assured.
   - Articulation between programs in two-year and four-year institutions should be improved.
   - Qualified students should be admitted to their first choice colleges and comprehensive centers subject to availability of places.

- The comprehensive centers should reserve at least 20 percent of their freshman classes for students who do not meet conventional admissions criteria.
- Remedial and special opportunity programs should be expanded and adequately funded; and their administration should be improved and their performance more rigorously monitored.
- The maximum Tuition Assistance Program (TAP) awards should be raised to $1,800 for freshmen and sophomores and periodically adjusted to reflect increases in the cost of living.
- To distribute available TAP funds more equitably, certain TAP awards should be reduced or eliminated: the $100 minimum award should be eliminated; the standards for TAP awards for "emancipated" students should be revised; the TAP program should be better coordinated with the federal BEOG program, in the application processes, the rules for eligibility and the levels of awards.
- Serious consideration should be given to making part-time students (in attendance at least half time) eligible for TAP awards.

4. *The special contributions private sector institutes make to the State should be maintained and increased: increased:*
   - The State should contract with private sector institutions for academic programs of special merit which may not be generally or regionally available.
   - Collaboration within each sector and between the sectors should be fostered to achieve economies and enrich choices.
   - Bundy aid for the Ph.D. degree should be increased from the current rate of $3,100 to $3,600 to assist the State's major private research universities.
5. *The policy-making and planning functions of the State Board of Regents should be strengthened and maintained, provided their effectiveness is improved by a new appointment procedure:*
   - The Governor should appoint the Regents, seven of whom should be designated Regents for higher education.
   - If the Legislature is unwilling to approve this plan, a new board for higher education should be created which should be appointed by the Governor; the Regents' higher education duties should be transferred to the new board.
   - The Regents should be given the responsibility for general review of annual public budgets for higher education and for commenting on state aid to the private sector, and they should advise the Governor on their educational merit and conformity with the approved statewide plan for postsecondary education.

APPENDIX I

Individuals with whom the Commission and Staff have met

Anderson, Warren, Majority Leader, The Senate of the State of New York

Baritz, Loren, Acting Vice Chancellor for Academic Policy, State University of New York

Beame, Abraham, Mayor, City of New York

Bowker, Albert, Chancellor, University of California, Berkeley

Boyer, Ernest L., Chancellor, State University of New York

Carey, Hugh L., Governor, State of New York

de Leon, Candido, President, Eugenio Maria De Hostos Community College

Deutsch, Susan, Greater Jamaica Development Corporation

Fields, Emmett B., President, State University of New York at Albany

Freedman, Irving, Assistant Vice Chancellor, State University of New York

Goldstein, Leon M., President, Kingsborough Community College

Graham, Jane, Assistant to the Vice Chancellor, State University of New York

Hartman, James, Temporary Commission on New York City Finances

Hollander, T. Edward, Deputy Commissioner for Higher and Professional Education, State Education Department

Kaden, Joan, New York City Bureau of the Budget

Kelly, James F., Acting Chancellor, State University of New York

Kibbee, Robert, Chancellor, City University of New York

Knerr, Anthony, Vice Chancellor for Budget and Planning, City University of New York

Maciorolla, Frank, Emergency Finance Control Board

Miller, Melvin, Chairman, Committee on Higher Education, The Assembly of the State of New York

Mitchell, Broadus (Mrs.), Chairman, Education Committee, Women's City Club of New York, Inc.

Morton, Henry W., Chairman, Executive Committee of the Queens College Committee of Personnel and Budget

Nyquist, Ewald B., Commissioner of Education, State Education Department of New York

Pryor, Donald J., (Rev. Msgr.), Secretary for Education, Archdiocese of New York

Posman, Jerry, University Budget Director, City University of New York

Sermier, Edward, Office of the Special Deputy Comptroller of New York

Steingut, Stanley, Speaker, The Assembly of the State of New York

Taylor, Mary Elizabeth, City University of New York

Whitford, Richard L., Executive Assistant to the Chancellor, State University of New York

Organizations with which the Commission has met

Association of Boards and Councils of Two-Year Colleges, State Universtiy of New York

Association of Presidents of Public Community Colleges, State University of New York

Board of Higher Education, City of New York

Board of Regents, The University of the State of New York

Board of Trustees, Commission on Independent Colleges and Universities
Board of Trustees, Cornell University
Board of Trustees, State University of New York
College and University Relations Council, State University of New York
Council of Presidents, State University of New York
Executive Committee, Presidents, City University of New York
Higher Education Services Corporation
Professional Staff Congress, City University of New York
Task Force on Financing, Commission on Independent Colleges and Universities
The Higher Education Legislative Relations Groups

Organizations which submitted written testimony for the Public Hearings

American Association of University Professors
Association of Colleges and Universities in the State of New York
Association of Presidents of Public Community Colleges
Board of Higher Education, City of New York
Board of Regents and/Commissioner of Education
Board of Trustees, State University of New York
Commission on Independent Colleges and Universities
Confederation of Alumni Associations-State University of New York
Executive Committee of the Committee on Personnel and Budget, Queens College
Professional Staff Congress-City University of New York
University Faculty Senate-City University

Individuals who submitted testimony for the Public Hearings

Adams, Paul, President, Roberts Wesleyan College
Abrams, Robert, President, Borough of the Bronx
Ackerman, Gary, Publisher, *Queens Tribune*
Albanese, Vincent, Chairman, Greater Jamaica Development Corporation
Barasch, Frances, Chairperson, Professional Staff Congress Chapter, Baruch College
Barbonel, Judith, Queensborough Community College
Bassin, Milton, President, York College
Behan, Cornelius, Chief of Police, New York City Police Department
Bigman, Joseph, President, Student Association, Queens College
Bindler, Norman, Bronx Community College
Birenbaum, Helen, Ad Hoc Committee of CUNY Community College Faculty
Bohigian, Haig, Chairperson, Professional Staff Congress, John Jay College of Criminal Justice
Bonner, Thomas, President, Union College

Botstein, Leon, President, Bard College

Boyle, William, President, Keuka College

Brecher, Susan, Graduate Student, Queens College

Brody, Saul, Professor, City College

Brown, Albert, President, State University College at Brockport

Brown, Shirley, Secretary, Faculty Senate, SUNY

Brush, Carey, Acting President, State University College at Oneonta

Buder, Stanley, Professor of History, Baruch College

Bugliarello, George, President, Polytechnical Institute of New York

Burton, Ann, Vice President, Faculty Senate, CUNY

Cameron, Alexander, Executive Director, Rochester Area Colleges

Cammett, John, President, AAUP Chapter, John Jay College of Criminal Justice

Carovano, J. Martin, President, Hamilton College

Caws, Peter, Chairman, CUNY Doctoral Faculty Policy Committee

Clark, Clifford, President, State University of New York at Binghamton

Clark, Edward, President, Long Island University, Brooklyn Center

Coffee, Joseph, President, Eisenhower College

Cole, Steven, Queensborough Community College

Cole, Susan, New York City Community College

Connolly, John, President, Dutchess Community College

Cooper, Sandi, Faculty for a United CUNY

Corson, Dale, President, Cornell University

Cowan, Ruth, New York City Community College

D'Adamo, Amaldo, Professor of Biochemistry, York College and Graduate Center

Davidson, Donald, Delegate, CUNY Faculty Senate, LaGuardia Community College

DePuy, Hadley, President, Fulton-Montgomery Community College

Desmond, Charles, Judge, Member, Canisius College Board of Trustees

Deutsch, Sylvia, Vice President, Committee for Public Higher Education

Dickinson, Eileen, President, Higher Education Services Corporation

Dollard, Peter, Senate of State University of New York at Stony Brook

Edelstein, Murray, President, New York College of Podiatric Medicine

Ehrenpreis, Samuel, Professor of History, Bronx Community College

Feldman, Marvin, President, Fashion Institute of Technology

Fields, Emmett, President, State University of New York at Albany

Figueroa, Adamilta, Chairperson, Professional Staff Congress Chapter, Brooklyn College

Fishman, Sylvia, Chairperson, Department of Health and Physical Education, Hunter College

Fitzgibbons, James, President, Hudson Valley Community College

Fleischer, Martin, Professor of Political Science, Brooklyn College and Graduate College

Fleischmann, Manly, Member - Board of Trustees - SUNY

Fleishman, Barry, Director of Operations, Independent Student Coalition

Fonda, Jeff, Legislative Director, Community College Student Association of the State University of New York

Fretwell, E.K., Jr., President, State University College at Buffalo

Galub, Arthur, Bronx Community College

Garcia, Robert, State Senator

Gertz, Stanley, President, Greater Jamaica Chamber of Commerce

Gizis, Evangelos, Acting President, Eugenio Maria De Hostos Community College

Goldstein, Solomon, Dean, School of Science, Brooklyn College

Gosselin, Roland, Bronx Community College

Greenbaum, Fred, Professor of History, Queensborough Community College

Grinage, Jeanine, Project Director, HEOP, Russell Sage College

Gwilliam, Stanford, Assistant Professor, English, John Jay College

Hall, James, President, Empire State College

Haluch, John, Chairman, Faculty Council of Community Colleges, Canandaigua

Hamilton, William, President, Black Council on Higher Education

Handler, Evelyn, Professor, Hunter College

Hankin, Joseph, President, Westchester Community College

Harrington, Michael, Queens College

Hobart, Tom, President, New York State United Teachers

Hunte, Beryl, Borough of Manhattan Community College

Huntington, David, President, Alfred Agricultural and Technical College

Jackalone, Frank, President, Student Association of the State University of New York

Jacobs, Harold, Chairman, New York City Board of Higher Education

Johansson, Mildred, Queensborough Community College

Johnsen, Robert, Reverend, Chairman, Funds of York College

Jones, Maynard, President, City University of New York Student Senate

Jones, Richard, President, State University College at Cortland

Kane, Peter, President, SUNY Council New York State Conference AAUP

Kanzaki, Brian, Legislative Director, Student Senate, CUNY

Kaplan, Abbott, President, State University College at Purchase

Karmel, Paul, Professor of Electrical Engineering, City College of New York

Kelly-Gabol, Joan, Professor of History, City College and Graduate Center

Keyser, Les, Faculty Council, College of Staten Island

Kibbee, Robert, Chancellor, City University of New York

Kidera, Robert, President, Nazareth College of Rochester

Kieburtz, Richard, Co-Chairman, Senate, State University of New York at Stony Brook

Kinney, Sheldon, Admiral, President, Maritime College

Koch, Moses, President, Monroe Community College

Kugler, Israel, Chairperson, Professional Staff Congress Chapter, New York City Community College

Kuusisto, Allan, President, Hobart and William Smith College

Lacay, Gerard, Executive Secretary, Student Government Association, Long Island University

Laidlaw, William, Dean, Genesee Valley Learning Center, Empire State College

Langstaff, Eleanor, President, Library Association of the City University

Lavery, Charles, President, St. John Fisher College

Levin, Eugene, Chairman, Professional Staff Congress Chapter, York College

Lewis, Mary, President, Student Government Association, York College

Lief, Leonard, President, Lehman College

Lipshultz, David, Assistant Professor, Student Development, York College

Lopez, Thomas, Student, York College

Lowell, Stanley, Friends of the City University

Lynch, Gerald, President, John Jay College of Criminal Justice

Mac Arthur, Earl, President, Agricultural and Technical College at Canton

MacVittie, Robert, President, State University College at Geneseo

Mahoney, Gerard, Reverend, President, Niagara University

Mandelbaum, Joel, Chairman, Music Department, Queens College

Mannes, Donald, President, Borough of Queens

Mansfield, Larry, Professor, Queens College

Maxwell, Howard, Vice President, Commission on Independent Colleges and Universities

Mayne, Julie, Associate Director for Legislation, Independent Student Coalition

Meder, Charles, President, Community College of the Finger Lakes

Mela, Pedro, Queensborough Community College

Melani, Leila, City University of New York, Women's Coalition

Mergenhagen, Melvin, Vice President, Bryant and Stratton Business Institute

Merking, Robert, Student, Queens College

Meyer, Gerald, Assistant Professor, Social Science, Hostos College

Milentijevic, Rada, Chairperson, City College, Chapter of Professional Staff Congress, City University of New York

Miller, Paul, President, Rochester Institute of Technology

Miller, Scott, Political Affairs Coordinator, Student Association, Queens College

Miller, Teresa, Kingsborough Community College

Mims, George, Director of Special Programs, Pace University

Mitchell, Leroy, Director, Higher Education Opportunity Program, Canisius College

Mitchell, Louise, Chairperson, Education Committee, Women's City Club of New York

Mitrakos, Alex, Queensborough Community College

Mortola, Edward, President, Pace University

Morton, Henry, Professor, Queens College

Nachtsheim, Richard, City University of New York Council of AAUP

Nash, June, Professor of Anthropology, City College and Graduate Center

Noble, Donald, Student, York College

Nowinski, Judith, Hostos Community College

Nyquist, Ewald, Commissioner, State Education Department

Pacala, Leon, President, Colgate Rochester/Bexley/Crozer

Packer, Joel, Legislative Director, Student Association of the State of New York

Page, Stanley, Professor of History, City University of New York, Graduate Center

Paley, Henry, President, Commission on Independent Colleges and Universities

Panes, Paul, Queensborough Community College

Patterson, Basil, Friends of the City University

Pence, Harry, President, State University of New York, Faculty Senate

Perdue, James, President, State University College at Oswego

Phillips, Ellis, Executive Secretary, Committee on Correspondance

Polishook, Irwin, President, City University of New York, Professional Staff Congress

Polishook, Shelia, Queensborough Community College

Power, Helen, Regent Emerita

Raab, David, Professor, Brooklyn College

Radosh, Ronald, Queensborough Community College

Reeves, John, President, New York State Financial Aid Administration Association

Rehner, Leonard, Chairman, Doctoral Students Council City University of New York Graduate Center

Reichert, Jonathan, Chairman, Faculty Senate, State University of New York at Buffalo

Reuder, Mary, Professor, Queens College

Richard, Frances, President, Urban Studies Graduate Student's Association Queens College

Ringel, Herbert, Borough of Manhattan Community College

Rizzitiello, Theresa, Faculty Caucus Leader, York College

Roberts, Edgar, Chairman, Faculty Executive Committee Lehman College

Roman, Peter, Assistant Professor of Social Science, Hostos College

Rose, Richard, President, State University of New York Council, New York State Conference AAUP

Rosengarten, Frank, Professor of Romance Languages, Queens College

Rothenberg, Ronald, Assistant Professor, Queens College

Salz, Arthur, Assistant Professor, Queens College

Sawhill, John, President, New York University

Scoppetta, Nicholas, Deputy Mayor for Criminal Justice

Secord, Paul, Chairman, Department of Urban Studies, Queens College

Shaw, Joseph, Member Board of Trustees, Siena College

Shanahan, William, Professor of History, Hunter College

Sheppard, Semona, Chairperson, City University of New York Council on Health, Physical Education, Dance and Recreation

Shore, William, Vice president, Public Affairs, Regional Planning Association

Shulman, Williams, Queensborough Community College.

Seigel, Jill, Board of Directors, New York Public Interest Research Group (NYPIRG)

Silver, Morris, Professor of Economics, City University of New York Graduate Center

Sleeper, Ralph, Queens College

Somit, Albert, Acting President, State University of New York at Buffalo

Spector, Sherman, Secretary, New York State Conference AAUP

Stauffer, Robert, President, Erie Community College

Stearnes, Stephen Chairperson, Professional Staff Congress Chapter College of Staten Island

Taylor, Harold, Director, Center for International Service, College of Staten Island

Tobey, Charles, Director of Athletics, Brooklyn College

Todd, Edward, Acting President, State University College at Old Westbury

Timoni, Frank, LaGuardia Community College

Toll, John, President, State University of New York at Stony Brook

Towery, Carlyle, Executive Director, Greater Jamaica Corporation

Valinsky, David, Chairman, City Univeristy of New York, Faculty Senate

Vianai, Alan, District Council #37

Volpe, Edmond, President, College of Staten Island

Wachsberger, Frederica, Coordinator Women's Studies Program, Hunter College

Wagner, Robert, Jr., Friends of the City University

Wakshull, Sam, President, United University Professions

Wallis, W. Allen, Chancellor, University of Rochester

Wasser, Henry, Professor of English, College of Staten Island

Watts, Ronald, Assistant to the President, State University College at Brockport

Wayne, David, Vice President, Student Government, York College

Weiss, Walter, Professor, Hunter College

Weissman, Eric, President, Student Government, Hunter College

Williams, Evan, Professor, Brooklyn College

Wilson, Boydena, Queensborough Community College

Yousef, Mohammed, Professor, Chairman Faculty Council, College of Staten Island

Zimmerman, Stanley, Professor of Mechanical Technology, College of Staten Island

Zulli, Mauro, Acting President, State University Agricultural and Technical College at Farmingdale

APPENDIX II

Enrollment Profile, New York State, 1970 through 1976

In the tables which follow the size and pattern of trends in enrollment during the current decade are examined for each major sector and type of institution that make up New York's system of higher education. Undergraduate and graduate enrollments as well as full-time, part-time, and equivalent enrollments are described and displayed in tabular and graphic form. A comparison of the State's high school graduates with the enrollment of first-time freshmen in the subsequent year, on a statewide basis, is also examined.

In the early part of the decade, undergraduate enrollment increased quite rapidly; recently, enrollment has stabilized and has declined modestly in the current year. The way in which total full-time equivalent undergraduate enrollment has been distributed over this period reveals some interesting, if not surprising, patterns. With the advent of open admissions, CUNY's share of statewide undergraduate enrollments increased dramatically, displayed stability in the middle of this period, and has declined demonstrably in the past two years (largely at the senior colleges). The enrollment share of SUNY four-year units has been notably stable, while enrollment at the SUNY two-year colleges is the only segment of the State's higher education to expand above the 1970 level. The independent sector pattern reflects the reverse experience to CUNY, i.e., declining in the early part of the decade, followed by stability and then upturn in the period since TAP was introduced. (Substantial variability among the categories of independent institutions was observed.)

Graduate enrollment (F.T.E.) has declined in the current year and has reflected a general stabilization after the growth period in the early 70s. The SUNY share of graduate enrollment has been remarkably stable while the CUNY share of graduate enrollment has declined since 1974 and the independent sector has commensurately expanded its share.

Table A contains comprehensive estimates of all sources of funding of postsecondary education in New York State. It shows that some $3.6 billions flowed through the systems in 1976-77, more than $4 billions if auxiliary enterprises are added. Of the totals, 37 percent were accounted for by State University of New York, 14 percent by City University of New York, 49 percent by the independent sector. One third of the total is funded by the State.

The estimates are derived from data found in budget documents and unpublished memoranda in budget offices of SUNY, CUNY, New York State, and the State Education Department of New York, to all of which we are grateful. Any errors are ours.

TABLE 1

Full-Time Undergraduate Enrollment (1970-76)
Annual Changes; Cumulative Change; Enrollment Shares

	1970	p	1971	p	1972	p	1973	p	1974	p	1975	p	1976	P
I SUNY														
Univ.Centers	32282	0.96	32591	-1.79	32009	5.79	33863	5.52	35733	8.08	38622	-1.23	38147	18.17
Enrollment Share	7.34		6.98		6.76		6.89		6.94		7.03		7.11	
Univ.Colleges	47922	8.90	52185	1.64	53041	5.79	56119	5.30	59087	6.30	62809	-3.12	60852	26.98
Enrollment Share	10.90		11.17		11.21		11.41		11.48		11.44		11.34	
HealthSc.Centers	1168	29.71	1515	13.93	1726	19.70	2066	5.57	2181	12.38	2451	-1.67	2410	106.34
Enrollment Share	0.27		0.32		0.36		0.42		0.42		0.45		0.45	
Specialized Colls.	2088	1.87	2127	3.76	2207	-0.45	2197	12.34	2468	6.44	2627	-5.94	2471	18.34
Enrollment Share	0.47		0.46		0.47		0.45		0.48		0.48		0.46	
Statutory Colls.	4493	4.67	4703	3.81	4882	3.09	5033	-0.18	5024	2.01	5125	1.56	5205	15.85
Enrollment Share	1.02		1.01		1.03		1.02		0.98		0.93		0.97	
4 Year Total	87953	5.88	93121	0.80	93865	5.75	99272	5.26	104493	6.83	111634	-2.28	109095	24.03
Enrollment Share	20.00		19.93		19.84		20.19		20.31		20.33		20.32	
Agri-Tech Colls.	16621	7.02	17788	2.75	18278	7.17	19588	5.76	20716	1.84	21097	-4.53	20142	21.18
Enrollment Share	3.78		3.81		3.86		3.98		4.03		3.84		3.75	
Community Colls.	60235	7.98	65039	2.34	66562	3.63	69016	5.13	72557	14.48	83061	-1.94	81449	35.22
Enrollment Share	13.70		13.92		14.07		14.04		14.10		15.12		15.17	
2 Year Total	76856	7.77	82827	2.43	84840	4.44	88604	5.27	93273	11.67	104158	-2.46	101591	32.18
Enrollment Share	17.48		17.73		17.93		18.02		18.13		18.97		18.92	
SUNY Total	164809	6.76	175948	1.57	178705	5.13	187876	5.26	197766	9.11	215792	-2.37	210676	27.83
Enrollment Share	37.48		37.66		37.77		38.22		38.43		39.29		39.25	
II CUNY														
SeniorColleges	67247	15.89	77931	5.83	82471	2.58	84602	3.09	87220	0.38	87550	-17.57	72170	7.32
Enrollment Share	15.29		16.68		17.43		17.21		16.95		15.94		13.44	
CommunityColleges	29408	22.16	35925	10.10	39554	4.39	41291	6.41	43938	1.26	44493	1.76	45278	53.96
Enrollment Share	6.69		7.69		8.36		8.40		8.54		8.10		8.43	
CUNY Total	96655	17.80	113856	7.17	122025	3.17	125893	4.18	131158	0.67	132043	-11.05	117448	21.51
Enrollment Share	21.98		24.37		25.79		25.61		25.49		24.04		21.88	
III Independents														
Multiversities	33880	-0.89	33578	-1.03	33232	-2.45	32419	1.77	32994	-0.08	32966	1.59	33491	-1.15
Enrollment Share	7.70		7.19		7.02		6.59		6.41		6.00		6.24	
Universities	36946	-2.82	35905	-8.05	33013	-5.21	31292	0.19	31351	4.24	32680	4.07	34010	-7.95
Enrollment Share	8.40		7.69		6.98		6.37		6.09		5.95		6.34	
CollegeComplexes	49198	1.54	49956	0.24	50078	-2.56	48797	-0.38	48611	4.11	50608	3.33	52291	6.29
Enrollment Share	11.19		10.69		10.58		9.93		9.45		9.22		9.74	
Colleges	32082	0.42	32216	0.25	32295	-2.04	31637	-1.35	31209	8.64	33904	13.21	38383	19.64
Enrollment Share	7.30		6.90		6.82		6.44		6.06		6.17		7.15	
SpecializedColleges	2842	-3.48	2743	-5.25	2599	57.48	4093	3.81	4249	1.22	4301	11.[illegible]	4790	68.54
Enrollment Share	0.65		0.59		0.55		0.83		0.83		0.78		[illegible]	
HealthSc.Centers	1084	9.41	1186	6.07	1258	30.37	1640	-1.34	1618	6.37	1721	4.47	[illegible]	55.87
Enrollment Share	0.25		0.25		0.27		0.33		0.31		0.31		[illegible]51	N/C
Nursing Schools													0.08	
Enrollment Share														
Eng.Technical	21241	-1.49	20924	7.74	19304	0.76	19450	36.71	26590	24.61	33133	10.16	29767	40.14
Enrollment Share	4.83		4.48		4.08		3.96		5.17		6.03		5.55	
Seminaries	989	-15.87	832	17.07	690	-10.72	616	-12.01	542	10.89	483	-9.52	437	-55.81
Enrollment Share	0.22		0.18		0.15		0.13		0.11		0.09		0.08	
Independents Total	178262	0.52	177340	2.75	172469	-1.46	169944	-0.25	177168	7.13	189796	2.96	195418	9.62
Enrollment Share	40.54		37.96		36.45		34.57		34.43		34.56		36.40	
IV Proprietary							7908	7.47	8499	35.82	11543	14.95	13269	N/C
Enrollment Share							1.61		1.65		2.10		2.47	
NEW YORK STATE TOTAL	439726	6.24	467144	1.30	473199	3.89	491621	4.67	514587	6.72	549174	-2.25	536811	22.08

NOTES: 1. Data for 1976 ought to be treated as preliminary.
2. p-year-to-year percentage change; P-cumulative percentage change (1970-1976).
3. Enrollment Share: Stands for the previous row expressed as a percentage of New York State Total (bottom line).
4. N/C - Not computed.

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TABLE 2

Part-Time Undergraduate Enrollment (1970-76)

Annual Changes; Cumulative Change; Enrollment Shares

I SUNY	1970	p	1971	p	1972	p	1973	p	1974	p	1975	p	1976	P
Univ.Centers	5520	4.69	5779	9.34	6319	3.34	6530	5.60	6896	-1.51	6792	-7.99	6249	13.21
Enrollment Share	3.27		3.31		3.23		2.98		2.94		2.65		2.73	
Univ.Colleges	5456	-10.19	4900	16.49	5708	29.94	7417	26.08	9351	14.50	10707	-1.87	10507	92.58
Enrollment Share	3.23		2.81		2.92		3.38		3.98		4.18		4.58	
HealthSc.Centers	56	105.36	115	34.78	155	52.26	236	2.54	230	6.52	215	-34.88	140	150.00
Enrollment Share	0.03		0.07		0.08		0.11		0.10		0.08		0.06	
SpecializedColleges	35	-5.71	33	24.24	41	339.02	180	28.89	232	5.60	245	29.39	317	805.71
Enrollment Share	0.02		0.02		0.02		0.08		0.10		0.10		0.14	
StatutoryColleges	3	233.33	10	-60.00	4	250.00	14	185.71	40	N/C	549	-4.38	524	N/C
Enrollment Share			0.01				0.01		0.02		0.21		0.23	
4 Year Total	11070	-2.10	10837	12.83	12227	17.58	14377	16.50	16749	10.50	18507	-4.16	17737	60.23
Enrollment Share	6.56		6.21		6.26		6.55		7.13		7.22		7.74	
Agri-TechColleges	6613	14.40	7565	6.35	8045	-11.17	7146	1.90	7282	14.42	8332	0.83	8401	27.04
Enrollment Share	3.92		4.33		4.12		3.26		3.10		3.25		3.66	
CommunityColleges	49586	6.52	52818	4.55	55221	6.39	58749	7.64	63238	16.31	73554	-4.68	70113	41.40
Enrollment Share	29.40		30.24		28.26		26.78		26.93		28.70		30.59	
2 Year Total	56199	7.44	60383	4.77	63266	4.16	65895	7.02	70520	16.12	81886	-4.12	78514	39.71
Enrollment Share	33.32		34.58		32.37		30.04		30.03		31.95		34.25	
SUNY Total	67269	5.87	71220	6.00	75493	6.33	80272	8.72	87269	15.04	100393	-4.13	96251	43.08
Enrollment Share	39.89		40.78		38.63		36.59		37.17		39.17		41.99	
II CUNY														
SeniorColleges	34938	1.18	35351	13.58	40152	15.81	46502	6.19	49382	3.18	50954	-31.56	34873	-0.19
Enrollment Share	20.72		20.24		20.55		21.20		21.03		19.88		15.21	
CommunityColleges	26455	16.38	30789	11.70	34391	7.68	37032	9.17	40428	1.01	40837	-28.67	29131	10.12
Enrollment Share	15.69		17.63		17.60		16.88		17.22		15.93		12.71	
CUNY Total	61393	7.73	66140	12.70	74543	12.06	83534	7.51	89810	2.21	91791	-30.27	64004	4.25
Enrollment Share	36.40		37.87		38.15		38.08		38.25		35.82		27.92	
III Independents														
Multiversities	6606	-6.78	6158	10.88	6828	-12.55	5971	9.90	6562	13.15	7425	-19.56	5973	-9.58
Enrollment Share	3.92		3.53		3.49		2.72		2.79		2.90		2.61	
Universities	8859	-9.50	8017	4.69	8393	-3.19	8125	7.75	8755	10.41	9666	9.21	10556	19.16
Enrollment Share	5.25		4.59		4.29		3.70		3.73		3.77		4.60	
CollegeComplexes	10719	8.10	11373	-3.10	11021	29.14	14232	-1.85	13968	8.59	14889	1.07	15049	40.40
Enrollment Share	6.36		6.51		5.64		6.49		5.95		5.81		6.56	
Colleges	5384	-1.37	5310	63.28	8670	18.51	10275	22.58	12595	10.83	13959	5.41	14714	173.29
Enrollment Share	3.19		3.04		4.44		4.68		5.36		5.45		6.42	
SpecializedColleges	653	30.02	849	119.43	1863	21.20	2258	-5.45	2135	9.46	2337	41.59	3309	406.74
Enrollment Share	0.39		0.49		0.95		1.03		0.91		0.91		1.44	
HealthSc.Centers	1	N/C	14	707.14	113	-33.63	75	-77.33	17	17.65	20	35.00	27	N/C
Enrollment Share			0.01		0.06		0.03		0.01		0.01		0.01	
NursingSchools													45	N/C
Enrollment Share													0.02	
Eng.Technical	7673	-28.79	5464	50.68	8233	32.02	10869	-11.91	9574	14.82	10993	15.38	12684	65.31
Enrollment Share	4.55		3.13		4.21		4.95		4.08		4.29		5.53	
Seminaries	99	-4.04	95	173.68	260	18.46	308	36.04	419	-43.20	238	-47.06	126	27.27
Enrollment Share	0.06		0.05		0.13		0.14		0.18		0.09		0.05	
Independents Total	39994	6.79	37280	21.73	45381	14.83	52113	3.67	54025	10.18	59527	4.97	62483	56.23
Enrollment Share	23.71		21.35		23.22		23.75		23.01		23.23		27.26	
IV Proprietary							3466	6.69	3698	23.72	4575	42.08	6500	
Enrollment Share							1.58		1.57		1.79		2.84	
NEW YORK STATE TOTAL	168656	3.55	174640	11.90	195417	12.27	219385	7.03	234802	9.15	256286	-10.55	229238	35.92

NOTES: 1. Data for 1976 ought to be treated as preliminary.
2. p - Year-to-year percentage change; P - cumulative percentage change (1970-1976).
3. Enrollment Share: Stands for the previous row expressed as a percentage of New York State Total (bottom line).
4. N/C - Not computed.

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TABLE 3
Total Undergraduate Enrollment (1970-76)
Annual Changes; Cumulative Change; Enrollment Shares

	1970	p	1971	p	1972	p	1973	P	1974	p	1975	p	1976	P
I SUNY														
Univ.Centers	37802	1.50	38370	-0.11	38328	5.39	40393	5.54	42629	6.53	45414	-2.24	44396	17.44
Enrollment Share	6.21		5.98		5.73		5.68		5.69		5.64		5.80	
Univ.Colleges	53378	6.94	57085	2.91	58749	8.14	63530	7.73	68438	7.42	73516	-2.93	71359	33.69
Enrollment Share	8.77		8.89		8.79		8.94		9.13		9.13		9.32	
HealthSc.Centers	1224	33.17	1630	15.40	1881	22.38	2302	4.74	2411	10.58	2666	-4.35	2550	108.33
Enrollment Share	0.20		0.25		0.28		0.32		0.32		0.33		0.33	
Specialized Colleges	2123	1.74	2160	4.07	2248	5.74	2377	13.59	2700	6.37	2872	-2.92	2788	31.32
Enrollment Share	0.35		0.34		0.34		0.33		0.36		0.36		0.36	
StatutoryColleges	4496	4.83	4713	3.67	4886	3.30	5047	0.34	5064	12.01	5673	0.99	5729	27.42
Enrollment Share	0.74		0.73		0.73		0.71		0.68		0.70		0.75	
4 Year Total	99023	4.98	103958	2.05	106092	7.12	113649	6.68	121242	7.34	130141	-2.55	126822	28.07
Enrollment Share	16.28		16.20		15.87		15.98		16.18		16.16		16.56	
Agri-TechColleges	23234	9.12	25353	3.83	26323	1.56	26734	4.73	27998	5.11	29429	-3.01	28543	22.85
Enrollment Share	3.82		3.95		3.94		3.76		3.74		3.65		3.73	
CommunityColleges	109821	7.32	117857	3.33	121783	4.91	127765	6.28	135795	15.33	156615	-3.23	151562	38.01
Enrollment Share	18.05		18.36		18.21		17.97		18.12		19.44		19.78	
2 Year Total	133055	7.63	143210	3.42	148106	4.32	154499	6.02	163793	13.58	186044	-3.19	180105	35.36
Enrollment Share	21.87		22.31		22.15		21.73		21.86		23.10		23.51	
SUNY Total	232078	6.50	247168	2.84	254198	5.49	268148	6.30	285035	10.93	316185	-2.93	306927	32.25
Enrollment Share	38.15		38.51		38.02		37.71		38.04		39.26		40.07	
II CUNY														
SeniorColleges	102185	10.86	113282	8.25	122623	6.92	131104	4.19	136602	1.39	138504	-22.71	107043	4.75
Enrollment Share	16.80		17.65		18.34		18.44		18.23		17.20		13.97	
CommunityColleges	55863	19.42	66714	10.84	73945	5.92	78323	7.72	84366	1.14	85330	-12.80	74409	33.20
Enrollment Share	9.18		10.40		11.06		11.02		11.26		10.59		9.71	
CUNY Total	158048	13.89	179996	9.21	196568	6.54	209427	5.51	220968	1.30	223834	-18.93	181452	14.81
Enrollment Share	25.98		28.05		29.40		29.46		29.49		27.79		23.69	
III Independents														
Multiversities	40486	-1.85	39736	0.82	40060	-4.17	38390	3.04	39556	2.11	40391	-2.30	39464	-2.52
Enrollment Share	6.65		6.19		5.99		5.40		5.28		5.01		5.15	
Universities	45805	4.11	43922	-5.73	41406	-4.80	39417	1.75	40106	5.59	42346	5.24	44566	-2.70
Enrollment Share	7.53		6.84		6.19		5.54		5.35		5.26		5.82	
CollegeComplexes	59917	2.36	61329	-0.38	61099	3.16	63029	-0.71	62579	4.66	65497	2.81	67340	12.39
Enrollment Share	9.85		9.56		9.14		8.86		8.35		8.13		8.79	
Colleges	37466	0.16	37526	9.16	40965	2.31	41912	4.51	43804	9.27	47863	10.94	53097	41.72
Enrollment Share	6.16		5.85		6.13		5.89		5.85		5.94		6.93	
SpecializedColleges	3495	2.78	3592	24.22	4462	42.34	6351	0.52	6384	3.98	6638	22.01	8099	131.73
Enrollment Share	0.57		0.56		0.67		0.89		0.85		0.82		1.06	
HealthSc.Centers	1085	10.60	1200	14.25	1371	25.09	1715	-4.66	1635	6.48	1741	4.82	1825	68.20
Enrollment Share	0.18		0.19		0.21		0.24		0.22		0.22		0.24	
NursingSchools													496	N/C
Enrollment Share													0.06	
Eng-Technical	28914	-8.74	26388	4.35	27537	10.10	30319	19.28	36164	22.02	44126	-3.80	42451	46.82
Enrollment Share	4.75		4.11		4.12		4.26		4.83		5.48		5.54	
Seminaries	1088	-14.80	927	2.48	950	-2.74	924	4.00	961	24.97	721	-21.91	563	-48.25
Enrollment Share	0.18		0.14		0.14		0.13		0.13		0.09		0.07	
Independents Total	218256	1.67	214620	1.50	217850	1.93	222057	4.11	231189	7.84	249323	3.44	257901	18.16
Enrollment Share	35.87		33.44		32.58		31.23		30.85		30.95		33.67	
IV Proprietary							11374	7.24	12197	32.15	16118	22.65	19769	N/C
Enrollment Share							1.60		1.63		2.00		2.58	
NEW YORK STATE TOTAL	608382	5.49	641784	4.18	668616	6.34	711006	5.40	749389	7.48	805460	-4.89	766049	25.92

NOTES: 1. Data for 1976 ought to be treated as preliminary.
2. p - Year-to-year percentage change; P - cumulative percentage change (1970-1976).
3. Enrollment Share: Stands for the previous row expressed as a percentage of New York State Total (bottom line).
4. N/C - Not computed.

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TABLE 4

Full-Time Equivalent (FTE) Undergraduate Enrollment (1970-76)

Annual Changes; Cumulative Change; Enrollment Shares

	1970	p	1971	p	1972	p	1973	p	1974	p	1975	p	1976	P
I SUNY														
Univ.Centers	34122	1.16	34517	-1.16	34115	5.64	36040	5.53	38032	7.51	40886	-1.60	40230	17.90
Enrollment Share	6.88		6.57		6.34		6.38		6.42		6.44		6.56	
Univ.Colleges	49741	8.20	53818	2.09	54944	6.63	58585	6.18	62204	6.71	66378	-3.05	64354	29.38
Enrollment Share	10.03		10.24		10.21		10.37		10.49		10.46		10.49	
HealthSc.Centers	1187	30.90	1553	14.44	1778	20.65	2145	5.27	2258	11.74	2523	-2.62	2457	107.02
Enrollment Share	0.24		0.30		0.33		0.38		0.38		0.40		0.40	
SpecializedColleges	2100	1.83	2138	3.87	2221	1.64	2257	12.78	2545	6.42	2709	-4.87	2577	22.72
Enrollment Share	0.42		0.41		0.41		0.40		0.43		0.43		0.42	
StatutoryColleges	4494	4.72	4706	3.78	4883	3.16	5038	-0.01	5037	5.37	5308	1.36	5380	19.71
Enrollment Share	0.91		0.90		0.91		0.89		0.85		0.84		0.88	
4 Year Total	91643	5.55	96733	1.25	97941	6.25	104064	5.78	110076	7.02	117803	-2.38	114997	25.48
Enrollment Share	18.48		18.41		18.19		18.43		18.57		18.56		18.75	
Agri-TechColleges	18825	7.88	20310	3.20	20960	4.82	21970	5.34	23143	3.16	23874	-3.90	22942	21.87
Enrollment Share	3.80		3.87		3.89		3.89		3.90		3.76		3.74	
CommunityColleges	76764	7.66	82645	2.81	84969	4.27	88599	5.69	93636	14.89	107579	-2.56	104820	36.55
Enrollment Share	15.48		15.73		15.78		15.69		15.79		16.95		17.09	
2 Year Total	95589	7.71	102955	2.89	105929	4.38	110569	5.62	116780	12.57	131453	-2.81	127762	33.66
Enrollment Share	19.27		19.60		19.68		19.58		19.70		20.71		20.83	
SUNY Total	187232	6.65	199688	2.09	203869	5.28	214633	5.69	226856	9.87	249256	-2.61	242760	29.66
Enrollment Share	37.75		38.01		37.87		38.01		38.26		39.28		39.59	
II CUNY														
SeniorColleges	78893	13.72	89715	6.84	95855	4.43	100103	3.57	103681	0.82	104535	-19.84	83794	6.21
Enrollment Share	15.91		17.08		17.81		17.73		17.49		16.47		13.66	
CommunityColleges	38226	20.83	46188	10.46	51018	5.13	53635	7.05	57414	1.20	58105	-5.36	54988	43.85
Enrollment Share	7.71		8.79		9.48		9.50		9.68		9.16		8.97	
CUNY Total	117119	16.04	135903	8.07	146873	4.67	153738	4.79	161095	0.96	162640	-14.67	138783	18.50
Enrollment Share	23.62		25.87		27.28		27.22		27.17		25.63		22.63	
III Independents														
Multiversities	36082	-1.25	35631	-0.34	35508	-3.09	34409	2.24	35181	0.74	35441	0.12	35482	-1.66
Enrollment Share	7.28		6.78		6.60		6.09		5.93		5.58		5.79	
Universities	39899	-3.31	38577	-7.17	35811	-5.06	34000	0.79	34269	4.76	35902	4.53	37529	-5.94
Enrollment Share	8.05		7.34		6.65		6.02		5.78		5.66		6.12	
CollegeComplexes	52771	1.85	53747	0.01	53752	-0.39	53541	-0.51	53267	4.33	55571	3.12	57307	8.60
Enrollment Share	10.64		10.23		9.98		9.48		8.98		8.76		9.35	
Colleges	33877	0.32	33986	3.53	35185	-0.35	35062	0.98	35407	8.90	38557	12.27	43288	27.78
Enrollment Share	6.83		6.47		6.54		6.21		5.97		6.08		7.06	
SpecializedColleges	3060	-1.10	3026	6.41	3220	50.49	4846	2.37	4961	2.41	5080	16.00	5893	92.60
Enrollment Share	0.62		0.58		0.60		0.86		0.84		0.80		0.96	
HealthSc.Centers	1084	9.81	1191	8.82	1296	28.51	1665	-2.48	1624	6.41	1728	4.59	1807	66.65
Enrollment Share	0.22		0.23		0.24		0.29		0.27		0.27		0.29	
NursingSchools													466	N/C
Enrollment Share													0.08	
Eng.Technical	23799	-4.43	22745	-3.06	22048	4.65	23073	29.07	29781	23.56	36797	-7.62	33995	42.84
Enrollment Share	4.80		4.33		4.10		4.09		5.02		5.80		5.54	
Seminaries	1022	-15.49	864	-10.07	777	-7.47	719	-5.15	682	-17.51	562	-14.82	479	-53.13
Enrollment Share	0.21		0.16		0.14		0.13		0.11		0.09		0.08	
Independents Total	191593	-0.95	189767	-1.14	187596	-0.15	187315	4.19	195172	7.41	209638	3.15	216246	12.87
Enrollment Share	38.63		36.12		34.85		33.17		32.92		33.03		35.26	
IV Proprietary							9063	7.37	9732	34.28	13068	18.12	15436	N/C
Enrollment Share							1.60		1.64		2.06		2.52	
NEW YORK STATE TOTAL	495945	5.93	525357	2.47	538338	4.91	564749	4.98	592854	7.04	634603	-3.37	613224	23.65

NOTES: 1. Data for 1976 ought to be treated as preliminary.
2. p - Year-to-year percentage change; P - cumulative percentage change (1970-1976).
3. Enrollment Share: Stands for the previous row expressed as a percentage of New York State Total (bottom line).
4. N/C - Not computed.

12/30/76

Table 5
Graduate Enrollment (Full-Time) 1970-1976
Annual Changes, Cumulative Change and Enrollment Shares

	1970	p	1971	p	1972	p	1973	p	1974	p	1975	p	1976	P
I. SUNY														
University Centers	6750	9.45	7388	2.88	7175	1.38	7274	1.72	7399	7.68	7967	5.80	7505	11.19
Enrollment Share	12.23		12.78		12.28		12.07		11.90		12.47		11.67	
University Colleges	1703	22.84	2092	15.97	1758	4.89	1844	9.27	2015	7.59	2168	21.22	1708	0.29
Enrollment Share	3.09		3.62		3.01		3.06		3.24		3.39		2.66	
Health Sciences Centers	2514	7.32	2698	6.82	2882	6.35	3065	3.78	3181	8.52	3452	1.51	3504	39.38
Enrollment Share	4.56		4.67		4.93		5.09		5.12		5.40		5.45	
Specialized Colleges	206	28.64	265	9.43	290	4.48	303	0.66	305	20.98	369	1.63	363	76.21
Enrollment Share	0.37		0.46		0.50		0.50		0.49		0.58		0.56	
Statutory Colleges	1533	3.46	1586	1.20	1605	1.31	1626	3.94	1690	1.30	1712	1.58	1739	13.44
Enrollment Share	2.78		2.74		2.75		2.70		2.72		2.68		2.70	
SUNY Total	12706	10.41	14029	2.27	13710	2.93	14112	3.39	14590	7.39	15668	5.42	14819	16.63
Enrollment Share	23.03		24.27		23.47		23.42		23.46		24.53		23.04	
II. CUNY														
Graduate Center	1493	11.12	1659	24.89	2072	4.30	1983	7.36	2129	7.28	1974	18.79	2345	57.07
Enrollment Share	2.71		2.87		3.55		3.29		3.42		3.09		3.65	
Senior Colleges	1883	24.32	2341	18.88	2783	2.73	2859	21.86	3484	29.65	2451	10.44	2195	16.57
Enrollment Share	3.41		4.05		4.76		4.75		5.60		3.84		3.41	
							0	0.00	0	0.00	0	0.00	0	0.00
CUNY Total	3376	18.48	4000	21.38	4855	0.27	4842	15.92	5613	21.17	4425	2.60	4540	34.48
Enrollment Share	6.12		6.92		8.31		8.04		9.03		6.93		7.06	
III. Independents														
Multiversities	23120	5.11	21939	2.83	21318	2.94	21944	2.06	22396	1.96	22835	0.20	22880	1.04
Enrollment Share	41.90		37.96		36.49		36.42		36.01		35.75		35.57	
Universities	5298	12.00	5934	6.79	6337	8.71	6889	5.53	6508	8.05	7032	18.33	8321	57.06
Enrollment Share	9.60		10.27		10.85		11.43		10.47		11.01		12.94	
College Complexes	1601	3.44	1656	6.58	1765	8.27	1911	4.24	1992	11.19	2215	14.04	2526	57.78
Enrollment Share	2.90		2.87		3.02		3.17		3.20		3.47		3.93	
Colleges	115	206.96	353	74.22	615	76.42	145	6.90	155	23.87	192	28.65	247	114.78
Enrollment Share	0.21		0.61		1.05		0.24		0.25		0.30		0.38	
Health Science Centers	4153	8.81	4519	1.37	4581	5.83	4848	3.53	5019	5.66	4735	7.43	4383	5.54
Enrollment Share	7.53		7.82		7.84		8.05		8.07		7.41		6.81	
Specialized Colleges	1504	6.12	1596	5.14	1678	30.04	2182	6.32	2320	11.29	2582	7.13	2766	83.91
Enrollment Share	2.73		2.76		2.87		3.62		3.73		4.04		4.30	
Engineering & Technical	1651	17.20	1935	1.65	1903	0.89	1886	2.70	1937	23.39	2390	4.23	2289	38.64
Enrollment Share	2.99		3.35		3.26		3.13		3.11		3.74		3.56	
Seminaries	1658	10.68	1835	9.59	1659	10.13	1491	11.13	1657	3.08	1708	9.07	1553	6.33
Enrollment Share	3.00		3.17		2.84		2.47		2.66		2.67		2.41	
INDEPENDENTS Total	39100	1.71	39767	0.22	39856	3.61	41296	1.67	41984	4.06	43689	2.92	44965	15.00
Enrollment Share	70.86		68.81		68.22		68.54		67.51		68.40		69.90	
NEW YORK STATE TOTAL	55182	4.74	57796	1.08	58421	3.13	60250	3.21	62187	2.71	63872	0.71	64324	16.57

NOTES: 1. Data for 1976 ought to be treated as preliminary.
2. p - Year-to-year percentage change; P - cumulative percentage change (1970-1976).
3. Enrollment Share: Stands for the previous row expressed as a percentage of New York State Total (bottom line).
4. N/C - Not computed.

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Table 6
Graduate Enrollment (Part-Time) 1970-1976
Annual Changes, Cumulative Change and Enrollment Shares

	1970	p	1971	p	1972	p	1973	p	1974	p	1975	p	1976	P
I. SUNY														
Universicy Centers	8790	7.91	9485	4.91	9019	4.50	9425	6.31	10020	5.81	10602	-10.71	9466	7.69
Enrollment Share	8.72		8.85		7.86		7.86		7.99		8.46		8.77	
University Colleges	11428	15.19	13164	2.09	13439	4.69	14069	5.03	14776	-4.26	14146	-20.92	11187	-2.11
Enrollment Share	11.33		12.28		11.72		11.73		11.78		11.29		10.36	
Health Sciences Centers	97	115.46	209	43.54	300	77.33	532	-10.15	478	30.75	625	-3.84	601	519.59
Enrollment Share	0.10		0.20		0.26		0.44		0.38		0.50		0.56	
Specialized Colleges	184	12.50	161	16.77	188	46.81	276	20.65	333	14.41	381	0.52	383	108.15
Enrollment Share	0.18		0.15		0.16		0.23		0.27		0.30		0.35	
Statutory Colleges	7	42.86	4	-25.00	3	366.67	14	-28.57	10	-30.00	7	71.43	12	71.43
Enrollment Share	0.01						0.01		0.01		0.01		0.01	
SUNY Total	20506	12.27	23023	-0.32	22949	5.96	24316	5.35	25617	0.56	25761	-15.96	21649	5.57
Enrollment Share	20.34		21.48		20.01		20.28		20.41		20.57		20.06	
II. CUNY														
Graduate Center	487	67.56	816	-8.46	747	30.39	974	-10.78	869	3.57	900	-67.33	294	-39.63
Enrollment Share	0.48		0.76		0.65		0.81		0.69		0.72		0.27	
Senior Colleges	22790	2.29	23311	5.14	24509	7.19	26270	2.91	25506	-15.61	21525	-37.08	13543	-40.57
Enrollment Share	22.60		21.75		21.38		21.91		20.33		17.19		12.55	
CUNY Total	23277	3.65	24127	4.68	25256	7.87	27244	-3.19	26375	-14.98	22425	-38.30	13837	-40.56
Enrollment Share	23.09		22.51		22.02		22.72		21.02		17.90		12.82	
III. Independents														
Multiversities	19951	1.86	19580	10.45	21627	2.95	20988	4.56	21946	1.92	22368	-1.89	21945	9.99
Enrollment Share	19.79		18.27		18.85		17.50		17.49		17.86		20.33	
Universities	18889	11.77	21113	5.51	22276	5.13	23418	9.70	25689	6.40	27333	9.04	24863	31.63
Enrollment Share	18.73		19.70		19.42		19.53		20.47		21.82		23.03	
College Complexes	8029	23.48	9914	20.05	11902	-4.09	11415	4.67	11948	1.81	12164	5.21	11530	43.60
Enrollment Share	7.96		9.25		10.38		9.52		9.52		9.71		10.68	
Colleges	1238	25.04	928	50.97	1401	78.66	2503	22.33	3062	14.08	3493	5.32	3307	167.12
Enrollment Share	1.23		0.87		1.22		2.09		2.44		2.79		3.06	
Health Science Centers	4609	6.79	4922	6.77	5255	-9.27	4768	9.71	5231	11.95	5856	-9.53	5298	14.95
Enrollment Share	4.57		4.59		4.58		3.98		4.17		4.68		4.91	
Specialized Colleges	141	-26.24	104	25.96	131	54.20	202	32.67	268	-24.25	203	-59.61	82	-41.84
Enrollment Share	0.14		0.10		0.11		0.17		0.21		0.16		0.08	
Engineering & Technical	4004	-18.56	3261	8.28	3531	28.80	4548	5.35	4837	2.87	4976	-3.98	4778	19.33
Enrollment Share	3.97		3.04		3.08		3.79		3.85		3.97		4.43	
Seminaries	182	13.19	206	88.35	388	35.05	524	-2.67	510	30.78	667	-1.20	659	262.09
Enrollment Share	0.18		0.19		0.34		0.44		0.41		0.53		0.61	
INDEPENDENTS Total	57043	5.23	60028	10.80	66511	2.79	68366	7.50	73491	4.86	77060	-5.97	72462	27.03
Enrollment Share	56.58		56.01		57.98		57.01		58.57		61.53		67.13	
NEW YORK STATE Total	100826	6.30	107178	7.03	114716	4.54	119926	4.63	125483	-0.19	125246	-13.81	107948	7.06

NOTES: 1. Data for 1976 ought to be treated as preliminary.
2. p - Year-to-year percentage change; P - cumulative percentage change (1970-1976).
3. Enrollment Share: Stands for the previous row expressed as a percentage of New York State Total (bottom line).
4. N/C - Not computed.

12/30/76

Table 7
Graduate Enrollment (Total) 1970-1976
Annual Changes, Cumulative Change and Enrollment Shares

	1970	p	1971	p	1972	p	1973	p	1974	p	1975	p	1976	P
I. SUNY														
University Centers	15540	8.58	16873	-4.02	16194	3.12	16699	4.31	17419	6.60	18569	-8.61	16971	9.21
Enrollment Share	9.96		10.23		9.35		9.27		9.28		9.82		9.85	
University Colleges	13131	16.18	15256	-0.39	15197	4.71	15913	5.52	16791	-2.84	16314	-20.96	12895	-1.80
Enrollment Share	8.42		9.25		8.78		8.83		8.95		8.63		7.49	
Health Sciences Centers	2611	11.34	2907	9.46	3182	13.04	3597	1.72	3659	11.42	4077	0.69	4105	57.22
Enrollment Share	1.67		1.76		1.84		2.00		1.95		2.16		2.38	
Specialized Colleges	390	9.23	426	12.21	478	21.13	579	10.19	638	17.55	750	-0.53	746	91.28
Enrollment Share	0.25		0.26		0.28		0.32		0.34		0.40		0.43	
Statutory Colleges	1540	3.25	1590	1.13	1608	1.99	1640	3.66	1700	1.12	1719	1.86	1751	13.70
Enrollment Share	0.99		0.96		0.93		0.91		0.91		0.91		1.02	
SUNY Total	33212	11.56	37052	-1.06	36659	4.83	38428	4.63	40207	3.04	41429	-11.97	36468	9.80
Enrollment Share	21.29		22.46		21.17		21.33		21.42		21.91		21.17	
II. CUNY														
Graduate Center	1980	25.00	2475	13.90	2819	4.90	2957	1.39	2998	-4.14	2874	-8.18	2639	33.28
Enrollment Share	1.27		1.50		1.63		1.64		1.60		1.52		1.53	
Senior Colleges	24673	3.97	25652	6.39	27292	6.73	29129	-0.48	28990	-17.30	23976	-34.36	15738	-36.21
Enrollment Share	15.82		15.55		15.76		16.17		15.45		12.68		9.14	
CUNY Total	26653	5.53	28127	7.05	30111	6.56	32086	0.31	31988	-16.06	26850	-31.56	18377	-31.05
Enrollment Share	17.08		17.05		17.39		17.81		17.04		14.20		10.67	
III. Independents														
Multiversities	43071	3.60	41519	3.43	42945	-0.03	42932	3.28	44342	1.94	45203	-0.84	44825	4.07
Enrollment Share	27.61		25.17		24.80		23.83		23.63		23.90		26.02	
Universities	24187	11.82	27047	5.79	28613	5.92	30307	6.24	32197	6.73	34365	-3.44	33184	37.20
Enrollment Share	15.50		16.39		16.53		16.82		17.16		18.17		19.26	
College Complexes	9630	20.15	11570	18.12	13667	2.50	13326	4.61	13940	3.15	14379	-2.25	14056	45.96
Enrollment Share	6.17		7.01		7.89		7.40		7.43		7.60		8.16	
Colleges	1353	5.32	1281	57.38	2016	31.35	2648	21.49	3217	14.55	3685	-3.55	3554	162.68
Enrollment Share	0.87		0.78		1.16		1.47		1.71		1.95		2.06	
Health Sciences Centers	8762	7.75	9441	4.18	9836	2.28	9616	6.59	10250	3.33	10591	-8.59	9681	10.49
Enrollment Share	5.62		5.72		5.69		5.34		5.46		5.60		5.62	
Specialized Colleges	1645	3.34	1700	6.41	1809	31.79	2384	8.56	2588	7.61	2785	2.26	2848	73.13
Enrollment Share	1.05		1.03		1.04		1.32		1.38		1.47		1.65	
Engineering & Technical	5655	-8.12	5196	4.58	5434	18.40	6434	5.28	6774	8.74	7366	-4.06	7067	24.97
Enrollment Share	3.62		3.15		3.14		3.57		3.61		3.89		4.10	
Seminaries	1840	10.92	2041	0.29	2047	-1.56	2015	7.54	2167	9.60	2375	-6.86	2212	20.22
Enrollment Share	1.18		1.24		1.18		1.12		1.15		1.26		1.28	
INDEPENDENTS Total	96143	3.80	99795	6.59	106367	3.10	109662	5.30	115475	4.57	120749	-2.75	117427	22.14
Enrollment Share	61.63		60.49		61.44		60.86		61.53		63.85		68.16	
NEW YORK STATE Total	156008	5.75	164974	4.95	173137	4.07	180176	4.16	187670	0.77	189118	-8.91	172272	10.43

NOTES: 1. Data for 1976 ought to be treated as preliminary.
2. p - Year-to-year percentage change; P - cumulative percentage change (1970-1976).
3. Enrollment Share: Stands for the previous row expressed as a percentage of New York State Total (bottom line).
4. N/C - Not computed.

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Table 8

Graduate Enrollment (FTE) 1970-1976
Annual Changes, Cumulative Change and Enrollment Shares

	1970	p	1971	p	1972	p	1973	p	1974	p	1975	p	1976	P
SUNY														
University Centers	9680	8.98	10550	-3.49	10181	2.30	10416	3.10	10739	7.10	11501	-7.31	10660	10.13
Enrollment Share	10.90		11.28		10.53		10.39		10.92		10.89		10.63	
University Colleges	5512	17.55	6480	3.74	6238	4.75	6534	6.22	6940	0.82	6883	-21.01	5437	-1.37
Enrollment Share	6.21		6.93		6.45		6.52		6.67		6.52		5.42	
Health Sciences Centers	2546	8.69	2768	7.74	2982	8.73	3242	3.02	3340	9.58	3660	1.20	3704	45.48
Enrollment Share	2.87		2.96		3.09		3.24		3.21		3.47		3.69	
Specialized Colleges	267	19.20	319	10.67	353	12.00	395	5.32	416	19.23	496	-1.08	491	83.54
Enrollment Share	0.30		0.34		0.36		0.39		0.40		0.47		0.49	
Statutory Colleges	1535	3.39	1587	1.18	1606	1.54	1631	3.84	1693	1.24	1714	1.67	1743	13.53
Enrollment Share	1.73		1.70		1.66		1.63		1.63		1.62		1.74	
SUNY Total	19541	11.06	21703	-1.58	21360	4.02	22217	4.10	23129	4.87	24255	-9.15	22035	12.76
Enrollment Share	22.01		23.21		22.10		22.17		22.24		22.96		21.97	
CUNY														
Graduate Center	1655	16.65	1931	20.20	2321	-0.57	2308	4.81	2419	-5.98	2274	7.43	2443	47.58
Enrollment Share	1.86		2.06		2.40		2.30		2.33		2.15		2.44	
Senior Colleges	9480	6.66	10111	8.32	10953	6.05	11616	3.19	11986	-19.69	9626	-30.30	6709	-29.22
Enrollment Share	10.68		10.81		11.33		11.59		11.52		9.11		6.69	
CUNY Total	11135	8.15	12042	10.23	13274	4.89	13923	3.46	14405	-17.39	11900	-23.09	9152	-17.81
Enrollment Share	12.54		12.88		13.73		13.89		13.85		11.27		9.12	
Independents														
Multiversities	29770	-4.38	28466	0.22	28527	1.45	28940	2.67	29711	1.95	30291	-0.32	30195	1.43
Enrollment Share	33.53		30.44		29.51		28.87		28.56		28.68		30.10	
Universities	11594	11.85	12972	6.10	13762	6.78	14695	2.36	15071	7.11	16143	2.88	16609	43.25
Enrollment Share	13.06		13.87		14.24		14.66		14.49		15.28		16.56	
College Complexes	4277	15.98	4961	15.56	5732	-0.28	5716	4.53	5975	4.94	6270	1.59	6369	48.91
Enrollment Share	4.82		5.30		5.93		5.70		5.74		5.94		6.35	
Colleges	528	25.82	662	63.36	1082	-9.49	979	20.05	1176	15.37	1356	-0.52	1349	155.72
Enrollment Share	0.59		0.71		1.12		0.98		1.13		1.28		1.35	
Health Sciences Centers	5689	8.27	6160	2.81	6333	1.65	6437	5.05	6763	-1.12	6687	-8.05	6149	8.08
Enrollment Share	6.41		6.59		6.55		6.42		6.50		6.33		6.13	
Specialized Colleges	1551	5.14	1631	5.58	1722	30.65	2249	7.11	2409	9.98	2650	5.42	2793	80.10
Enrollment Share	1.75		1.74		1.78		2.24		2.32		2.51		2.78	
Engineering & Technical	2986	1.22	3022	1.92	3080	10.45	3402	4.33	3549	14.07	4049	-4.12	3882	30.01
Enrollment Share	3.36		3.23		3.19		3.39		3.41		3.83		3.87	
Seminaries	1719	10.76	1904	-6.06	1788	-6.86	1666	9.69	1827	5.66	1930	-8.17	1773	3.14
Enrollment Share	1.94		2.04		1.85		1.66		1.76		1.83		1.77	
INDEPENDENTS Total	58114	2.86	59776	3.76	62026	3.32	64085	3.74	66481	4.35	69376	-0.37	69119	18.94
Enrollment Share	65.45		63.92		64.17		63.94		63.92		65.68		68.91	
NEW YORK STATE Total	88791	5.33	93522	3.36	96660	3.69	100225	3.78	104015	1.54	105621	-5.03	100307	12.97

NOTES: 1. Data for 1976 ought to be treated as preliminary.
2. p - Year-to-year percentage change; P - cumulative percentage change (1970-1976).
3. Enrollment Share: Stands for the previous row expressed as a percentage of New York State Total (bottom line).
4. N/C - Not computed.

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TABLE 9
Total Enrollment (1970-1976)
Annual Changes; Cumulative Change; Enrollment Shares

	1970	p	1971	p	1972	p	1973	p	1974	p	1975	p	1976	P
I SUNY														
Univ.Centers	53342	3.56	55243	-1.31	54522	4.71	57092	5.18	60048	8.55	65983	-4.09	61367	15.04
Enrollment Share	6.98		6.85		6.48		6.41		6.41		6.43		6.54	
Univ.Colleges	66509	8.77	72341	2.22	73946	7.43	79443	7.28	85229	5.40	89830	-6.21	84254	26.68
Enrollment Share	8.70		8.97		8.78		8.91		9.10		9.03		8.98	
Health&c.Centers	3835	18.31	4537	11.59	5063	16.51	5899	2.90	6070	11.09	6743	-1.31	6655	73.53
Enrollment Share	0.50		0.56		0.60		0.66		0.65		0.68		0.71	
Specialized Colleges	2513	2.90	2586	5.41	2726	8.44	2956	12.92	3338	8.51	3622	2.43	3534	40.63
Enrollment Share	0.33		0.32		0.32		0.33		0.36		0.36		0.38	
StatutoryColleges	6036	4.42	6303	3.03	6494	2.97	6687	1.15	6764	9.28	7392	1.19	7480	23.92
Enrollment Share	0.79		0.78		0.77		0.75		0.72		0.74		0.80	
4 Year Total	132235	6.84	141010	1.23	142751	6.53	152077	6.16	161449	6.27	171570	4.83	163290	23.48
Enrollment Share	17.30		17.48		16.96		17.06		17.23		17.25		17.40	
Agri-TechColleges	23234	9.12	25353	3.83	26323	1.56	26734	4.73	27998	5.11	29429	3.01	28543	22.85
Enrollment Share	3.04		3.14		3.13		3.00		2.99		2.96		3.04	
CommunityColleges	109821	7.32	117857	3.33	121783	4.91	127765	6.28	135795	15.33	156615	3.23	151562	38.01
Enrollment Share	14.37		14.61		14.47		14.34		14.49		15.75		16.15	
2 Year Total	133055	7.63	143210	3.42	148106	4.32	154499	6.02	163793	13.58	186044	-3.19	180105	35.36
Enrollment Share	17.41		17.75		17.59		17.34		17.48		18.71		19.19	
SUNY Total	265290	7.14	284220	2.34	290857	5.40	306576	6.09	325242	9.95	357614	-3.98	343395	29.44
Enrollment Share	34.71		35.23		34.55		34.40		34.71		35.96		36.60	
II CUNY														
GradCenter	1980	25.00	2475	13.90	2819	4.90	2957	1.39	2998	-4.14	2874	-8.18	2639	33.28
Enrollment Share	0.26		0.31		0.33		0.33		0.32		0.29		0.28	
SeniorColleges	126858	9.52	138934	7.90	149915	6.88	160233	3.34	165592	-1.88	162480	-24.43	122781	-3.21
Enrollment Share	16.60		17.22		17.81		17.98		17.67		16.34		13.09	
CommunityColleges	55863	19.42	66714	10.84	73945	5.92	78323	7.72	84366	1.14	85330	-12.80	74409	33.20
Enrollment Share	7.31		8.27		8.78		8.79		9.00		8.58		7.93	
CUNY Total	184701	12.68	208123	8.92	226679	6.54	241513	4.74	252956	-0.90	250684	-20.29	199829	8.19
Enrollment Share	24.16		25.80		26.93		27.10		26.99		25.21		21.30	
III Independents														
Multiversities	83557	-2.76	81255	2.15	83005	-2.09	81322	3.17	83898	2.02	85594	-1.52	84289	0.88
Enrollment Share	10.93		10.07		9.86		9.13		8.95		8.61		8.98	
Universities	69992	1.40	70969	-1.34	70019	-0.42	69724	3.70	72303	6.10	76711	1.35	77750	11.08
Enrollment Share	9.16		8.80		8.32		7.82		7.72		7.71		8.29	
CollegeComplexes	69547	4.82	72899	2.56	74766	2.13	76355	0.21	76519	4.39	79876	1.00	81396	17.04
Enrollment Share	9.10		9.04		8.88		8.57		8.17		8.03		8.67	
Colleges	38819	-0.03	38807	10.76	42981	3.67	44560	5.52	47021	9.63	51548	9.00	56651	45.94
Enrollment Share	5.08		4.81		5.11		5.00		5.02		5.18		6.04	
SpecializedColleges	12257	6.33	13033	9.71	14298	11.67	15967	4.18	16634	3.58	17229	3.20	17780	45.06
Enrollment Share	1.60		1.62		1.70		1.79		1.78		1.73		1.89	
Health&c.Centers	2730	6.23	2900	9.66	3180	28.90	4099	3.03	4223	7.17	4526	3.25	4673	71.17
Enrollment Share	0.36		0.36		0.38		0.46		0.45		0.46		0.50	
NursingSchools	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	496	
Enrollment Share													0.05	
Eng-Technical	34569	-8.63	31584	4.39	32971	11.47	36753	16.83	42938	19.92	51492	-3.83	49518	43.24
Enrollment Share	4.52		3.91		3.92		4.12		4.58		5.18		5.28	
Seminaries	2928	1.37	2968	0.98	2997	-1.94	2939	6.43	3128	-1.02	3096	-10.37	2775	5.23
Enrollment Share	0.38		0.37		0.36		0.33		0.33		0.31		0.30	
Independents Total	314399	0.01	314415	3.12	324217	2.31	331719	4.51	346661	6.75	370072	1.42	375328	19.38
Enrollment Share	41.13		38.97		38.52		37.22		36.99		37.21		40.00	
IV Proprietary	0	0.00	0	0.00	0	0.00	11374	7.24	12197	32.15	16118	22.65	19769	
Enrollment Share							1.28		1.30		1.62		2.11	
NEW YORK STATE TOTAL	764390	5.54	806758	4.34	841753	5.87	891182	5.15	937059	6.14	994578	-5.66	938321	22.75

NOTES: 1. Data for 1976 ought to be treated as preliminary.
2. p - Year-to-year percentage change; P - cumulative percentage change (1970-1976).
3. Enrollment Share: Stands for the previous row expressed as a percentage of New York State Total (bottom line).
4. N/C - Not computed.

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49/50/51/52

APPENDIX III

Table A contains comprehensive estimates of all sources of funding of postsecondary education in New York State. It shows that some $3.6 billions flowed through the systems in 1976-77, more than $4 billions if auxiliary enterprises are added. Of the totals, 37 percent were accounted for by State University of New York, 14 percent by City University of New York, 49 percent by the independent sector. One third of the total is funded by the State.

The estimates are derived from data found in budget documents and unpublished memoranda in budget offices of SUNY, CUNY, New York State, and the State Education Department of New York, to all of which we are grateful. Any errors are ours.

TABLE A
FUNDING FOR POSTSECONDARY EDUCATION IN NEW YORK
1976-1977 (Estimated)*
(in millions)

	Net Tuition and Fees	State Aid to Students	State Appropriations (including local assistance)	Local Support	Federal Support	Endow. Income	Pri.Gifts, Grants & Contracts	Other (except auxiliaries)	TOTAL
SUNY									
University Centers	52.0	15.4	251.1		41.1		23.2		382.8
Colleges	69.0	19.5	205.7		21.9		24.1		340.2
Other 4 Year	18.9	1.8	122.3		32.8		84.5		260.3
Ag & Tech	21.3	4.7	49.7		7.8		7.0		90.5
Community Colleges	53.9	18.9	87.0	85.0	4.5		0.4		249.7
Other	0.5		30.7		0.0		0.0		31.2
Total SUNY	215.6	60.3	746.5	85.0	108.1		139.2		1,354.7
CUNY									
Senior & Graduate Center	71.1	31.6	122.8	116.2	5.0		4.0		350.7
Community Colleges	28.0	22.5	55.0	45.0	2.0		3.0		155.5
Total CUNY	99.1	54.1	177.8	161.2	7.0		7.0		506.2
Private									
Independent**	633.7	82.5	77.4	0.5	112.1	103.6	171.8	593.1***	1,774.7
Proprietary	2.9	13.0	0.0	0.0	0.0	N/A	N/A	N/A	15.9
TOTAL	951.3	209.9	1,001.7	246.7	227.2	103.6	318.0	593.1	3,651.5

*1974-75 data used for the private sector except for State aid. Estimates used from various sources, primarily State, SUNY and CUNY budget offices. When estimates differed, the latest was used.

**Assuming income equal to the 1974-75 year. No estimates available.

***Includes federal contracts of $293.4 million and state and local of $85.4 million.

APPENDIX IV

Cost Implications of the Proposed Governance Structure

A. Funding of CUNY Senior I Institutions as University Centers

Of the $134.4 million designated in the 1977-78 budget for opereating costs at CUNY's four Senior I institutions, approximately $85 million is for instructional cost. Until the criteria for parity funding are implemented, it is not possible to estimate the exact costs of funding the CUNY Senior I Colleges as University Centers. Available data on average undifferentiated instructional cost per student indicate that these costs at the SUNY Centers are $233 per student higher than those at the CUNY Senior I institutions. If the enrollment size and mix at these institutions remain the same as assumed in the budget, it would raise the cost for instruction by 13.1 million dollars ($233 x 56,233), from $85 million to $98.1 million at the 1977-78 budgeted levels.

B. Funding City University Centers According to Level and Program

Ultimately, a system of funding based on differentiated costs should be instituted in all University Centers so that varying costs for different subjects and levels are appropriately represented. Under a weighted system, institutions would receive increased funding for high cost programs and decreased funding for less expensive programs. The State would still allocate a single sum to each sector based on total enrollment. Individual budgets would depend on the size of the campus enrollment *and* the mix of program and levels within that enrollment. A redistribution of funds to areas of highest cost would result.

Application of a weighting system to University Centers and CUNY Senior I institutions would reduce the cost of converting CUNY Senior I's to University Center status. The present enrollment of the Senior I's, though approximately equal in proportion to the graduate enrollment of the University Centers, lacks a large doctoral component. The difference in cost between masters and doctoral instruction is substantial. The presence of doctoral students inflates the per student cost at the University Centers. Differentiation by masters and doctoral students would reduce the needed increase in CUNY funding by the amount of this inflation.

C. Funding City University Centers on A First-Choice Student Allocation Model

The proposed restructuring and admissions procedures will eliminate the present student allocation system. Based on data describing the 1975 and 1976 CUNY enrollment pool and admissions process, an estimated additional 1,200 students will attend one of the Senior I institutions. At an average cost of $1,671 for each additional student, an additional $2 million will be needed to accommodate these students.

D. Any system which includes full State funding of the operating costs of the present CUNY Senior Colleges will mean an increased cost to the State equal to the amount that the City of New York would have contributed to the support of those colleges.